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SPECIAL ADJUSTMENT FACILITY FOR LATIN AMERICA AND THE CARIBBEAN: REPORT ON THE MID-TERM EVALUATION

SUMMARY

At its 1990 session, the Executive Board approved the extension of the Special Adjustment Facility for Latin America and the Caribbean (SAFLAC) until 1993 and additional funds in the amount of $6 million. The Executive Board noted that a mid-term evaluation would be undertaken in 1991, the results of which would be presented at the 1992 session (see E/ICEF/1990/P/L.41).

The evaluation was carried out by a group of international specialists seconded by UNICEF, with the aim of helping to determine the extent to which SAFLAC complied with the concept, criteria and objectives for which it was established in 1988. To date, projects have been approved for 17 countries. Of the total $16 million SAFLAC budget, funds in the amount of $9,984,500 have been allocated for these projects (see the table below).

The evaluation team made an in-depth analysis of seven selected projects in the three priority areas - advocacy, institution-building and accelerated service delivery - underlining achievements and limitations and suggesting remedial actions. In the areas of institution-building and advocacy, the evaluation considers the results to be positive. While the evaluation recognizes important results for projects in the area of accelerated service delivery, it states that the impact of these projects will depend on their potential for replication, mass application and reaching the poorest groups, a stage not yet reached. The evaluation also analysed the global relevance of SAFLAC in terms of mobilization of other partners, government involvement and SAFLAC operational aspects, and found that SAFLAC has made a valuable contribution.

According to the evaluation, important progress has been achieved in attracting additional financing. In Argentina and Mexico, projects have mobilized additional resources, showing a ratio of 36.5 to 1 and 13.8 to 1, respectively. In Argentina, Ecuador and Venezuela, SAFLAC advocacy was influential in obtaining international financial support for social programmes.

Upon analysing the findings of the evaluation, the secretariat concludes that SAFLAC has made a difference in the region, complementing the UNICEF regular programme of cooperation and promoting the goals of the World Summit for Children.

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INTRODUCTION

Brief overview of socio-economic conditions in the region

1. The 1980s in Latin America and the Caribbean began with the hope of turning economic growth into greater social justice. Unfortunately, the economic legacy of the decade could not have been worse. Payment and servicing of debt has impelled countries to adopt stringent financial policies and adjustment measures, resulting in very high social costs and tensions. The close of the decade witnessed an almost 10 per cent decline in per capita output and the continuation of long-standing inequalities worsened by the social cost of adjustment. Between 1981 and 1990, the region paid over $502 billion in external debt servicing. Yet, in spite of this enormous servicing payment, external debt remained at $428 billion in 1990. In the last 10 years, almost all of the countries in the region registered a decline in gross domestic product (GDP), which, on average, was 8.1 per cent less in 1991 than average GDP in 1981. This unfavourable situation, coupled with the large transfer of resources, consumer price increases that have reached hyperinflation levels, a rise in unemployment and a sharp decline in purchasing power of wages, generated an unparalleled process of regional impoverishment. According to 1990 estimates, 62 per cent of the region's population, 270 million people, were living in poverty.

2. Generally speaking, official development aid paradoxically came to a standstill during the 1980s, and there are indications that it may have declined in relative terms. In 1988, official development assistance represented only 6 per cent of the resources transferred by the region to meet external debt obligations. In other words, what the region disbursed to meet external debt servicing obligations was more than 17 times the amount it received in the form of official aid to development.

3. Naturally, the economic crisis has led to a decrease in social spending and an accelerated deterioration of social indicators. Despite progress in terms of child survival, one negative effect of the crisis has been the slowdown in the average annual decline of infant and child mortality. For example, while Barbados, Chile, Cuba and Uruguay managed to reduce their annual under-five mortality rates (U5MRs) by more than 5 per cent, 11 countries in the region failed to register a 3 per cent annual reduction. A 3.9 per cent average annual U5MR decline is required if the goals for the year 2000 are to be achieved. In addition, maternal mortality rates (MMRs) remain exceptionally high. In some countries, MMR exceeds that of the most developed countries by more than 100 times.

4. Childhood malnutrition is another effect of the economic crisis. For example, in Bolivia, Guatemala and Haiti, stunting and moderate malnutrition in children between two and five years of age exceed 50 per cent. Some 11 per cent of babies in 22 countries of the region are born with low birth weight. Major problems affecting education include increasingly high repetition and drop-out rates and poor quality. In 10 of the countries in the

region, less than one half of the children enrolled completed the primary education cycle.

5. In this context, the elements of the emerging regional consensus (macro-economic stability and consolidation, equity, competitiveness and political and social stability) imply a new type of relationship between the social sector and the economic process, namely, that the social sector cannot be neglected, not only for humanitarian reasons, but also because the economic process will be affected. This view was nurtured largely by the UNICEF-promoted "adjustment with a human face" concept, which has been well received in the region, and is an important gravitational point, given the harsh stabilization programmes put into place by the countries at the onset of the past decade.

The concept, criteria, priority and procedures for the use of SAFLAC

6. At its 1988 session, the Executive Board established a Special Adjustment Facility for Latin America and the Caribbean (SAFLAC), amounting to $10 million for the period 1988-1992, to help Governments cope with an economic crisis that has imposed severe hardships on the poor, particularly children and women.

7. In line with the overall objective of SAFLAC, the following criteria were established for access to the facility: (a) countries with low or no general resources allocation that are experiencing a demonstrable deterioration in their socio-economic situation; (b) countries that do not have or are unlikely to attract a significant amount of supplementary funding; (c) countries that have a possibility of initiating significant action with a small amount of funding; (d) the possibility of financing high-priority, multi-country actions using a small proportion of SAFLAC funding; and (e) the possibility of mobilizing additional resources for the delivery of basic services on a larger scale. It was also established that not all of the criteria need to be met in any single proposal submitted for financing.

Extension of SAFLAC and increase of funding

8. In view of the continuing deterioration of the socio-economic situation in the region, the Executive Board, appreciating the positive and valuable response of SAFLAC in helping countries face difficult socio-economic circumstances, approved a one-year extension of the facility until 1993. At the same time, an increase of funding of $6 million was approved, thus bringing the annual allocation for the period 1990-1993 from $2 million to $3 million (E/ICEF/1990/P/L.41).

9. The priorities of the facility were also refined, emphasizing the following: (a) promotion of balanced socio-economic development planning; (b) formulation of policies aimed at significantly increasing the priority of basic services development and resource flows to social development activities; (c) strengthening national capacity for enhancing administrative efficiency in the better use of resources for social development projects;

(d) support to initiatives aimed at easing the social consequences of the debt burden on vulnerable groups; and (e) improvement of systems of social indicators.

Procedures for approving project proposals

10. A committee was established to manage SAFLAC and maximize operational efficiency consisting of the regional director, the deputy regional director, the chief of the Americas Section, two UNICEF representatives selected on a rotating basis and the UNICEF regional adviser for planning and evaluation. The committee meets at least twice a year at the UNICEF Regional Office in Sante Fe de Bogota (Colombia) to review project proposals submitted by the country offices.

11. In the review, the proposals are checked against the priorities and criteria established for the allocation of funds. Those projects that meet the criteria for acceptance were endorsed and submitted to headquarters for approval of the Deputy Executive Director (Programmes). Those proposals that do not meet the criteria for acceptance are returned to the country offices with the committee's observations. The duration of a SAFLAC-funded project is a maximum of three years, and funds are in general committed for the life of the project. It was also established that, in the spirit of equity, the annual allocation for any single project should not exceed $300,000. Country offices are responsible for monitoring project implementation.

I. TRENDS IN SAFLAC DEVELOPMENT, 1988-1991

A. General characteristics of SAFLAC-funded projects

12. SAFLAC is used to finance projects in countries of varying levels of socio-economic development, all of which are struggling against the region's economic crisis and its tremendous deleterious effects on vulnerable groups, particularly children and women. Already impoverished, economic stress has further eroded the quality of life of these vulnerable groups. The 1980s have seen cutbacks in social services and, at the same time, an increasing demand for these services. SAFLAC-funded projects seek to address both sides of the problem. On the one hand, they support the formulation of more equitable social policies, and on the other hand, the development of low-cost, innovative social programmes.

13. SAFLAC funds projects in three basic categories: (a) advocacy, to sensitize and generate greater awareness and new ways of thinking and perception among Governments and the general public on the rights and needs of children; (b) institution-building, to strengthen national capacity in the formulation and/or reorientation of social policies, giving emphasis to the development of programmes to help alleviate the negative effects of economic adjustment and, in addition, activities aimed at enhancing local capacity to monitor social indicators relating to the well-being of children and women; and (c) service delivery, to develop low-cost project alternatives to meet the

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basic social needs of children and women that can be expanded or replicated on a larger scale.

B. Overview of project execution

14. To date, funds have been approved for projects in 17 countries: Argentina, Brazil, Chile, Colombia, Costa Rica, Cuba, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Jamaica, Mexico, Paraguay, Peru, Uruguay and Venezuela (see the table below). A regional project aimed at consolidating UNICEF cooperation with the Catholic Church in the areas of child survival and development (CSD) and the promotion of children's rights was approved in 1990. The project areas, duration and level of funding vary according to circumstances, priorities, objectives and activities contemplated. Thus, the projects are classified as follows: (a) advocacy (Argentina, Chile and Child Pastorate); (b) institution-building (Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Jamaica, Paraguay, Peru, Venezuela and a recently approved project in Chile); and (c) acceleration of service delivery (Brazil, Cuba, Guyana, Mexico and Uruguay).

15. The first projects approved in 1988 were for Argentina, Brazil, Jamaica, Paraguay, Peru, Uruguay and Venezuela. In 1989, the facility funded projects in Cuba, Ecuador, Guyana and Mexico. In 1990 and 1991, projects were approved for Colombia, Costa Rica, El Salvador, Guatemala and Honduras, and SAFLAC funding was extended for Chile, Ecuador, Paraguay, Peru and Venezuela, but remained within the limits originally established by the guidelines and procedures for a single country.

16. The projects are at different stages of development. At the end of 1991, implementation of the first group of projects approved in 1988 and 1989 was either complete or near completion. Among those projects approved in 1990 and 1991, some are moving forward in their execution and others are about to initiate implementation. Since the initiation of the facility in 1988, its influence as a special adjustment instrument to ease the social costs of the economic crisis has been felt in the region.

17. A total amount of $9,984,500 1/ has been allocated for the above-mentioned projects for the period 1988-1993. Funds approved are distributed over the three basic project categories as follows: advocacy, $1,505,500 (15 per cent); institution-building, $5,177,000 (52 per cent); and accelerating service delivery, $3,302,000 (33 per cent). Project expenditures up to December 1991 totalled $6,603,100, 63 per cent of the allocated funds for the period (see the table below).

II. MID-TERM EVALUATION OF SAFLAC PERFORMANCE

A. Objective and methodology of the evaluation

18. At the 1990 regular session of the Executive Board, the Executive Director, in recommending the extension of SAFLAC and an increase in funding, also informed the Board that a comprehensive evaluation would be carried out in 1991 to assess the performance of the facility, the findings of which would be presented to the 1992 Executive Board (see E/ICEF/1990/P/L.20). The evaluation was undertaken by a group of outside consultants seconded by UNICEF staff members in the Evaluation Section at headquarters and the regional office. The general objective of the mid-term evaluation was to help determine whether SAFLAC has had any significant effect on the situation of children and on the promotion of social policies and programmes for the most vulnerable groups in the region.

19. In view of the diverse nature and characteristics of the SAFLAC-funded projects, with different objectives, strategies and coverage, the following methods were adopted for the evalutation. All SAFLAC-funded projects were analysed based on implementation information provided by the respective offices through responses to a questionnaire developed by the evaluators. The projects were analysed according to the following criteria and sampling framework: length of implementation; type of projects; amount of resources; level of development of the projects (including compliance with the set objectives); and regional distribution and representation. Seven case studies were then carefully selected, with the understanding that they established a representative sample of SAFLAC strategies and the types of projects being implemented. The projects in Argentina, Brazil, Ecuador, Jamaica, Mexico, Uruguay and Venezuela were selected for evaluation under the case study approach. All of the projects selected for the purpose of this evaluation had been under way for at least 18 months.

20. The case studies focused on a careful assessment of the seven projects in the three priority areas - advocacy, institution-building and service delivery. Prior documentation concerning the projects was thoroughly reviewed and rapid assessment procedures, such as focus groups and formal and informal interviews with individual beneficiaries, practitioners, government officials, staff of United Nations agencies, non-governmental organization (NGO) counterparts and UNICEF staff, were used. Various data gathering aids were devised, including interview guides as well as other quantitative tables for data analyses.

21. In order to facilitate a comparative analysis, the evaluation team further grouped the projects into two categories: macro-level, i.e., those projects covering advocacy and institution-building; and micro-level, those projects relating to service delivery. The decision was made to include at least three projects representing each category.

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B. SAFLAC, an instrument to help mitigate the consequences of the economic crisis and adjustment measures: implementation experiences

22. This section reviews progress in project execution since the inception of the facility in 1988. Given the considerable number of projects, instead of reporting on experiences in each project, the present report will focus on the three priority areas mentioned above, with reference mainly to the seven case studies. The evaluation report is available for additional information.

Advocacy and social mobilization

23. The three projects approved in this area (Argentina, Chile and Child Pastorate) aim at raising awareness of children's problems and needs at creating a national movement involving political leaders and civil society for the cause of children. In short, these projects aim at making the principle of "children first" a reality. The evaluation notes that the projects have done much to generate a greater awareness among the general public of children's problems and the importance of meeting their needs.

Argentina

24. Regarding the case study in Argentina, the evaluation noted that although it was not possible to determine the exact impact of social communication activities, sufficient evidence existed to affirm that these activities had mobilized society around children's issues. In addition, studies undertaken on the situation of children and women provided important, updated statistical, analytical and conceptual information for policy makers. Within the context of the project in Argentina, technical support was provided for the formulation of a national maternal and child health (MCH) plan oriented towards reaching the goals of the year 2000. Financing for this plan in the amount of $200 million is being negotiated with the World Bank.

25. While highlighting the achievements of the project, the evaluators noted the following shortcomings: (a) the basic objective, to focus communication activities on poor children and at the same time generate public support for specific, mass interventions, has not yet been reached; (b) "adjustment with a human face" proposals that would help to reorient social policies and to develop alternative programmes to ease the cost of adjustment to children have yet to be designed; (c) while recognizing that the project has lent technical support to the Ministry of Health and Social Action, the evaluation states that not having a permanent link with government institutions has reduced the project's potential to foster the development of national programmes to respond to the needs of children that it has helped to bring to light.

26. Finally, the evaluation considered that the continued support to build consensus around the causes of children and their social significance was the most valuable contribution that UNICEF could make.

Institution-building and the formulation of social policies and related programmes

27. By the end of 1991, 11 projects had been approved in this area covering the development of social policies and their articulation with the economic sector; the design and preparation of national programmes of action; the development of policies related to youth; and the strengthening of institutional capacity to improve social indicator systems. These projects are being developed in Ecuador, Venezuela, Jamaica, Costa Rica, Guatemala, El Salvador, Honduras, Colombia, Chile, Peru and Paraguay. This report will highlight the experiences in the projects in Ecuador, Venezuela and Jamaica, which were assessed extensively in the evaluation.

Ecuador

28. The project in Ecuador focuses on macro-social policy development, providing support to the Consejo Nacional de Desarrollo (CONADE) (National Development Council) to strengthen its capacity in social development planning, as well as in the formulation, coordination and evaluation of social programmes. Support is also provided to strengthen the programming and management capacity of the Social Front (Ministries of Health, Education, Labour and CONADE) and for the preparation of social programmes for World Bank financing. SAFLAC supported a joint United Nations Development Programme (UNDP)/United Nations Educational, Scientific and Cultural Organization (UNESCO)/CONADE/UNICEF publication on essential elements for a new strategy of integrated social development.

29. The evaluation notes some achievement in the areas of improvement of social information systems and training, especially in the management of social programmes. However, the evaluation observes that not enough use is made of the information gained through social information systems in the decision-making process. In the area of training, while recognizing the merit and importance of the training undertaken, the evaluation raises questions about the brevity of courses, asking whether it would not have been more helpful for SAFLAC to support the design and implementation of a four-year training programme based on identified priorities. Such support, according to the evaluation, would have heightened the impact by helping to generate a permanent commitment by the State to training of human resources.

30. The evaluation indicates that the project has been fundamental in incorporating more equitable and efficient social proposals on behalf of vulnerable groups into the development strategy. Thus far, good results have been achieved in several areas: strengthening of institutional capacity, design of an evaluation methodology and a strategy of integrated social development; and preparation of projects for external financing. When consolidated, these achievements will represent important advances that will transcend the period of the present Government, which has yet to implement some of the social policies developed as part of the project.

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31. The evaluation also calls attention to the need to strengthen institutional capacity for global monitoring and evaluation of projects. It concludes with a statement that a common ground of understanding exists in the country regarding the characteristics and effects of adjustment policies and the needs and requirements of an integrated social development strategy.

Venezuela

32. In Venezuela, access to SAFLAC made it possible immediately to develop low-cost basic services interventions benefiting poor children and women. Most of the projects became integral components of the national plan (formulated with SAFLAC support) to combat poverty, and some have been brought to scale. In the second year of implementation, emphasis was placed on supporting the development of social policies to ease the cost of adjustment; training in management of social programmes; and the design of the national, family-based day-care project, which now benefits 140,000 children from birth to six years of age.

33. The situation analysis of children and women prepared with SAFLAC funding has enabled the Government that came into place in 1989 to formulate quickly an emergency social programme to help mitigate the effects of adjustment measures on the poor. Project interventions aimed at helping to balance social and economic aspects in the formulation of the seventh national development plan. In addition, the Venezuelan social investment fund was established with project support to finance social projects. Negotiations are under way with the Inter-American Development Bank (IDB) for a loan in the amount of $100 million. In the area of human resources development, the project advocated the creation of a school of social management. This is considered an important initiative given the existing limitations in this field, not only in Venezuela, but in the region as well.

34. The evaluation highlights the considerable success of the project, noting that with limited resources, the project contributed to the development of programmes that have acquired major importance and have become the central elements of the social policy of the Family Affairs Ministry. The evaluation also observes that although resources were limited, they were provided at a critical moment and have helped to generate a movement that has led to large-scale action.

35. The evaluation also notes that the SAFLAC project is not without constraints. A major deficiency is the absence of a system of social indicators in the Family Affairs Ministry, the Planning Department and other social institutions. Nevertheless, it states that recently, action was taken to establish in a unit in the Family Affairs Ministry for the setting up of a system to monitor and evaluate national social programmes. Furthermore, the evaluation observes that the Venezuelan social investment fund has not yet been able to finance projects to improve the quality of life of the vulnerable groups.

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36. In the opinion of the evaluators, the projects in Ecuador and Venezuela represent the best examples of SAFLAC support at the macro-level for the formulation of national social policies.

Jamaica

37. The project in Jamaica is oriented exclusively towards the establishment of a low-cost system to measure changes in the standard of living of the vulnerable groups. The project seeks to identify a group of indicators that can rapidly reflect MCH status and the well-being of children. The evaluation notes that the greatest merit of the system, established at the Planning Institute of Jamaica, is its high level of institutionalization. SAFLAC support has been fundamental to the functioning of this system. Furthermore, the system contributes to the generation of extremely useful data for the purpose of monitoring the social situation of vulnerable groups.

38. The evaluation identifies a series of limitations that need to be overcome for the system to be fully operational and produce information that can be used in decision-making. These problems relate to data production, analysis and dissemination, data consistency and feedback of information to the ministries concerned. Furthermore, certain sensitive indicators, such as infant mortality, are not being monitored. Nevertheless, the evaluation observes that, should the project be successful in removing the difficulties it faces, it will become both a complement to the traditional sphere of UNICEF action and a useful mechanism, in terms of situation analysis, for UNICEF work in Jamaica.

Accelerating service delivery through the development of basic services social projects as models

39. SAFLAC is financing five, small-scale basic services projects, one each in Brazil, Cuba, Guyana, Mexico and Uruguay, as a testing ground for their universalization. With the exception of the project in Brazil, the projects are multisectoral in nature. An intensive assessment was made of the projects in Brazil, Mexico and Uruguay. The following analysis will focus on these projects.

Brazil

40. The project in Brazil is being implemented in three north-eastern states and seeks to improve the economic situation of poor women in the informal sector. Based on a proven methodology, credit is provided to small micro-enterprises, along with training on financial matters. UNICEF entered into a collaborative arrangement with three NGOs for the execution of the project, leading also to complementarity of inputs. The difficult economic situation in 1990, coupled with hyperinflation and the related adjustment measures adopted, has somewhat hampered the pace of project implementation. Nevertheless, at the end of 1990, loans were granted to 745 micro-enterprises and 230 solidarity group cooperatives, and training was provided for 1,100 persons. Approximately 3,000 persons benefit from the project. Once the

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initial difficulties were overcome, the project began a dynamic expansion, and by July 1991, the quantitative achievements were almost double those reached in 1990 in terms of beneficiaries and credits granted.

41. An external evaluation undertaken in December 1990 by UNICEF and NGO counterparts favourably appraised the progress achieved, noting the considerable benefits received by the micro-entrepreneurs. The SAFLAC evaluation mission considers that an effective methodology was developed at a minimum cost. Now that the validity of the methodology has been demonstrated and experience has proved its effectiveness, the challenge consists of rapidly expanding coverage, for which the involvement of the Government is indispensable. Without this support, the project will loose its scope and will not achieve the expected impact.

42. The evaluation also observes that good progress is being made in consolidating the gender perspective with the financial support of the Ford Foundation. Initially, the project was targeted at poor women. However, issues such as family income have led the agencies supporting the project to include male-run micro-enterprises as well. In addition, the evaluation, while recognizing that the project beneficiaries are poor, self-employed persons working under minimal conditions, notes that the project does not always reach the poorest; fortunately, the project planners and implementers are fully aware of these shortcomings.

Mexico

43. Initially, the project in Mexico sought to alleviate the nutritional deficiencies of poor communities affected by the drastic adjustment measures through the establishment of popular kitchens and a nutrition surveillance system and support to income-generating activities for women. This objective was later broadened to include other basic service activities such as preventive health care, child development, recreation and occupational training, leading the evaluation team to note that the enhanced concept situated the project within the framework of the government social development strategy.

44. As of August 1991, 520 popular kitchens were operating, 200 in Mexico City and 320 in 23 states, benefiting approximately 23,000 families. Some 400,000 project beneficiaries are pregnant and nursing women and schoolchildren, who receive a regular breakfast. In addition, 1,600 adults have learned to read and write; 4,000 people have received job training; and a variety of cultural events were conducted, with the participation of 43,000 people.

45. According to an evaluation undertaken by the Government and UNICEF, one of the merits of this programme could be the demonstration of the importance of active community participation in the development of alternative strategies for social development. However, the SAFLAC evaluation identifies a series of limitations which, in most cases, confirmed the findings of the UNICEF/government assessment, namely: the lack of monitoring indicators and

information on cost and impact; the decline in community participation; the weak involvement of some government agencies previously committed to the programme; and the high cost of the basic module of the kitchen. While the evaluation observes that the project reaches the poor, it states that the poorest section of the population has yet to benefit. The evaluation also notes that this limitation does not weaken the project's validity, and observes that project activities initially financed by SAFLAC resources have been absorbed by the Government, thus satisfying one of the SAFLAC criteria and ensuring project sustainability.

Uruguay

46. As a response to the severe hardships imposed on vulnerable groups by the economic crisis and consequent adjustment measures, in 1980, the Government of Uruguay, with SAFLAC support, began to implement a national plan for an integrated focus on children, women and families living in poverty conditions in the areas of health, nutrition, education and family promotion. The benefit of actual experience in helping to reorient social policies and programmes, and spending in the social sector was among the considerations in the decision to support the plan.

47. To date, 43 centres are operational, mainly providing health and nutrition care for 2,500 children from birth to six years of age. This coverage represents only 25 per cent of the programme target population. The evaluations previously conducted by the Government and UNICEF noted the positive effect of the centres in improving the nutritional status of children. However, the other aspects of the programme are either weak or non-existent. A series of factors, including the election and change of Government, programme and institutional restructuring and lack of community participation, have delayed programme development, especially during 1990.

48. In an effort to overcome the difficulties encountered, the new Government has introduced some changes in the conception and scope of the programme, bringing it in line with its own social policy. The programme is now an integral part of the emergency social investment fund. The new proposal emphasizes the creation of micro-enterprise production units, higher priority to attention to families and comprehensive care to children under two years of age. The coverage target has also been reduced to better focus on the poorest families and on children at greatest risk in order to increase the quality of services.

49. The evaluation mission states that while the national plan is without a doubt an innovative proposal for social investment, its effectiveness in terms of coverage, convergence of services for integrated attention to children and intersectoral coordination has been limited. The evaluation also observes that the transition between the two Governments has hindered the consolidation process.

50. In summary, the evaluation notes that while previous evaluations have called attention to critical areas in programme execution, no corrective

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actions seem to have been taken. Furthermore, the evaluation indicates that it would have been useful if an intensive analysis of progress in programme implementation (achievements and constraints) were made prior to approving funds for the following year's plan of action. It should be noted that this view is not completely shared by the SAFLAC committee, which reviews the results of previous year's execution of all projects before approving additional funds.

C. SAFLAC-funded projects: achievements and limitations

51. Two criteria were focused on to evaluate achievements and limitations: (a) macro-strategies (advocacy, institution-building), which require a relatively lengthy implementation period to have an impact on the situation of children and women; and (b) micro-strategies (service delivery), the results of which can be more immediate or short-term. At this stage of implementation of the projects, there are great variations in results.

52. The evaluation notes that results of projects in the macro category are positive. It indicates that projects in the area of advocacy have done much to generate awareness of children's problems. The project in Argentina is a case in point, as are activities promoted in Chile to mobilize political leaders for the cause of children, and in the region, to enlist the mobilization capacity of the Catholic Church to promote CSD and children's rights. Since the ultimate test of advocacy and social mobilization is improvement of the well-being of children, the evaluation notes that the actions taken will fall short if they do not generate government- and state-level awareness and commitments to the development of programmes to benefit poor children.

53. The evaluation of projects which support the formulation of more equitable social policies reveals, among other results, that the "adjustment with a human face" objective is incorporated into national development plans. The evaluation also notes that this effort has prompted greater acceptance of the UNICEF-promoted strategy among other cooperating agencies and financial institutions such as the World Bank. While highlighting the SAFLAC contribution to these achievements, the evaluation indicates that much remains to be done to ensure the impact and sustainability of the projects, noting that policies, strategies and plans will need to become operational, as they have in Ecuador, for example. This will require the development of concrete activities; the availability of financial, technical and human resources; and long-term commitments. According to the evaluators, this stage is only beginning.

54. The projects which include as a component the design and establishment of a social indicators system to monitor the situation of children and women are at the initial stage, with the exception of the projects in Jamaica and Guyana. The evaluation notes that the project in Jamaica is beginning to generate important information, which has yet to be used in the decision-making process.

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55. As previously discussed, projects aimed at accelerating service delivery have produced a variety of important results. However, the evaluation notes that the overall impact of the projects depends on their potential for going-to-scale, for which it is essential that they be institutionalized in government-priority social investment programmes. In the opinion of the evaluators, in most cases, this stage has not been reached, and prospects are varied. In Brazil, initial contacts made with the Ministry of Social Action have revealed interest on the part of government officials, who see the project as the seed for a social development policy. In Mexico, the Government has assumed increasing responsibility in the project; however, the possibility of mass coverage depends upon the development of an expansion model less costly and perhaps more loosely administered and more flexible. In Uruguay, despite the existence of a valid concept and a good design, the programme has just begun to achieve its initial coverage goals. In Venezuela, the project component for pre-schoolers was influential in the design and testing of a strategy of government attention for pre-school children that has ultimately led to mass coverage.

56. An important achievement of SAFLAC projects is their ability to mobilize additional resources. In addition to direct resource mobilization, some projects, such as those in Argentina and Ecuador, have been influential in attracting large-scale financing from multilateral financial institutions through support for the design of social programmes. The evaluation identifies the need for consolidation of actions undertaken as a major limitation, while also recognizing the relatively short histories of the projects.

Lessons learned

57. The evaluators identified some lessons learned in the process of implementation of the projects, which they suggest should be considered in future proposals. There should be a balance between the formulation and application phases of social policies, since the former tends to take an excessive amount of time, which restricts the execution stage and reduces impact. Also, in order to broaden the scope of activities, more advocacy is needed to ensure that projects are treated by Governments as their own initiatives. Accordingly, advocacy projects and the project in Brazil must look decisively in the direction of forging the broadest possible alliance between Government, social and religious groups and NGOs.

58. Among the most significant lessons learned, the evaluation underlines the facility's potential to mobilize support for important actions benefiting vulnerable groups with relatively low resources. This is particularly true when (a) projects are supported by high technical cooperation capacity; (b) initiatives supported have a multiplying effect; and (c) emphasis is placed on the convergence of the actions of Governments, social organizations and institutional cooperation agencies in the formulation of policies and integrated basic services projects. Another lesson learned through the experiences of the project in Brazil is that the success of income-generation

projects is directly related to the prior experience of beneficiaries and the skill and ability of micro-entrepreneurs, as well as to access to a market.

D. Relevance of the projects to SAFLAC criteria and priorities

59. After reviewing the proposals for funding presented over the last three years, the evaluation underlines the steady improvement in their quality. Also, the evaluation states that there has been an increase in project compliance with SAFLAC criteria and priorities. There was evidence, however, of cases where projects (such as the project in Guyana) meet SAFLAC criteria, but may not have adequately addressed national priority problems. Nevertheless, the evaluation recognizes the efforts of the committee in insisting on (a) the submission of well-prepared proposals; (b) the need for projects to be more explicit about their relationship with the regular programme of cooperation; and (c) the conformity of the projects to SAFLAC objectives and priorities. Still, the evaluators request the committee to be more rigorous in selecting projects in terms of project feasibility and of locally available human resources.

E. Linkage between SAFLAC-funded projects and the UNICEF country programme

60. The analysis of the projects and other UNICEF documentation has led the evaluation team to observe that SAFLAC is clearly complementary to the UNICEF country programmes of cooperation, since the projects funded attempt to test and validate new approaches in a regional context, which reinforces the country programmes. SAFLAC operates through the structure of regular UNICEF programmes of cooperation without generating new administrative structures and management procedures. Furthermore, the evaluation notes that the three priority areas of SAFLAC projects are the fields of action supported by the country programmes. Thus, there is no discrepancy between the SAFLAC scope of action and regular UNICEF programming.

61. The evaluation, while recognizing the innovative strategy of the UNICEF regular programme of cooperation, highlights the unique character of SAFLAC-funded projects in supporting the design and implementation of new social development alternatives which help to enhance national capacities to respond to the social demands generated by the economic crisis, while at the same time, increase the stock of knowledge and skills in UNICEF. The projects in Brazil, Cuba, Mexico, Uruguay, Venezuela and Ecuador are examples.

62. In the opinion of the evaluation team, given the present and foreseeable circumstances of the region, the social development challenge includes developing more efficient interventions to respond on a large scale to the basic needs of the population. In this context, actions in areas of research, the design of national social policies and experimentation in new initiatives are very important, but in general, receive less support from donor countries. SAFLAC is an ideal mechanism to fulfil this responsibility.

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F. Multiplying effects of SAFLAC-funded projects: mobilization of resources

63. An objective of the facility is to mobilize additional resources in order to take to scale projects that have proven their effectiveness. The evaluation team, examining both types of SAFLAC-funded proposals, macro and micro, notes that in general, the projects have stimulated major additional financial support. An analysis of project expenditures up to June 1991 has shown that an amount of $4,548,200 2/ was disbursed. Direct contributions from other sources - Governments, NGOs, the private sector and multilateral and bilateral cooperation - amounts to $36,241,500, a ratio of 7.97 to 1. The projects in Argentina and Mexico have mobilized the largest amounts of additional resources. The project in Argentina has generated $23,140,600 from the private sector in uncharged expenses for social communication activities, a ratio of 36.5 to 1, and in Mexico, the Government allocated $8.3 million for the project, a ratio of 13.8 to 1. It should be noted that the project in Uruguay has received a substantial allocation of funds from the Government in the ratio of 6.2 to 1, and Ecuador has also shown its potential to mobilize resources in the ratio of 3.1 to 1. Excluding the projects in Argentina and Mexico, the average ratio is 1.44 to 1.

64. The evaluation also observes that some SAFLAC projects have been influential in mobilizing large-scale financing, as already mentioned in the cases of the MCH plan in Argentina and the formulation of social programmes in Ecuador and Venezuela to be funded by multilateral financial institutions. In addition, in Venezuela, the availability of SAFLAC resources at a critical moment fostered a movement that generated massive government actions and funding for the anti-poverty programme.

65. It is the view of the evaluators that, in line with SAFLAC criteria, projects funded should explicitly include a resource mobilization goal. In addition, special attention should be given to contributions from Governments and other cooperating agencies during implementation of these projects.

G. Mobilization of government action

66. Assessing government involvement in the projects, the evaluation team observes a high and increasing level of participation by the majority of host Governments. In the case of projects that support the formulation of social development policies, the evaluation highlights the significant results achieved in Venezuela and Ecuador in securing a high level of commitment from the Governments. In Venezuela, SAFLAC has helped to formulate policies and plans and to initiate projects that have become central elements of the social policy of the Family Affairs Ministry. In Ecuador, SAFLAC support has been crucial to the formulation of social programmes whose impact will benefit the most vulnerable segments of the population. The evaluation, however, states that the limited capacity of the Government to implement these programmes somehow reduces the impact of SAFLAC cooperation.

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67. With regard to advocacy and the acceleration of service delivery projects, the evaluation indicates that their viability in the future depends to a great extent on the degree of government participation (as in Mexico, for example). In other projects, such as the project in Argentina, the evaluation, while recognizing the achievements, notes the lack of sufficient involvement of the Government in project implementation as a shortcoming. Likewise, in order to take the project in Brazil to scale, greater government participation must be secured. In general, the evaluation notes that Governments have found SAFLAC to be very relevant and the projects funded to be an important source of support for exploring alternative approaches and mechanisms to alleviate the social consequences of the economic crisis and adjustment.

H. Mobilization of other partners: NGOs and the community

68. Some projects have established important links with NGOs. For example, in Argentina, close alliances were forged with the National Paediatric Association, which observes that its involvement in the project has changed its raison d'etre and has given new meaning to its actions. In Brazil, the project is being executed by specialized NGOs. The Catholic Church is an important ally for accelerating CSD actions; in essence, this is the objective of the Child Pastorate regional project. The proposals in Argentina, Brazil, Paraguay and Venezuela also feature valuable cooperation with the Church.

69. The evaluation notes, however, that in many cases, cooperation with NGOs is minimal for various reasons, either because no NGOs are working in the field of project activities (Uruguay), or NGOs in the communities are weak and far removed from government action (Mexico). In other cases, the involvement of NGOs is less necessary because of the characteristics of the projects, such as projects in the area of social policy development.

70. The evaluation observes that the projects focusing on social policy formulation and creation of awareness fail to consider community participation in their objectives, with the exception of some components of the projects in Venezuela and Ecuador and actions undertaken through the Child Pastorate project, which are based exclusively on community participation and a high degree of local involvement. With regard to the service delivery projects, the evaluation notes that the project in Brazil should foster a more participatory form of management by the beneficiaries in the NGO actions and should encourage their organization. The project in Uruguay has made an attempt to foster community organization to manage social programmes, but progress has been limited. In Mexico, community organization initially generated by the project is declining.

I. Cooperation with other agencies

71. Another important dimension of SAFLAC projects concerns the mobilization of other technical and financial cooperation agencies to achieve

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complementarity of inputs, coordination, mass application and concentration of resources in priority areas. According to the evaluation, the projects most associated with other cooperation agencies are those in Brazil, Ecuador and Honduras. The Brazil project has received support from IDB and the Ford Foundation. In Ecuador, close alliances have been established with UNESCO, UNDP, the International Labour Organisation and the Pan American Health Organization in the development of several activities. The Honduras project receives technical and financial support from UNDP, the United Nations Population Fund, the World Bank and the United States Agency for International Development. Linkages with the World Bank have also been established through support provided by the projects in the design of social development programmes, such as those in Argentina and Ecuador. The project in El Salvador has also established close links with the World Bank and IDB. In the process of supporting the preparation of national plans of action to achieve the goals set for the 1990s in some countries in Central America, cooperative work was established with various agencies of the United Nations system, in particular, UNDP. Notwithstanding these advances in inter-agency cooperation, the evaluation team considers it extremely important for SAFLAC projects further to strengthen coordination with other international agencies in order to maximize the benefits and efficiency of technical cooperation in the countries.

J. Management of SAFLAC-funded projects: monitoring and evaluation

72. As already mentioned, the UNICEF office responsible for implementation of a SAFLAC project is also responsible for its monitoring and evaluation. However, according to the evaluation, almost all of the projects lack indicators against which to measure progress and established monitoring mechanisms. The project in Brazil, which has developed a set of operational and impact indicators, is an exception.

73. The evaluation mission highlights the importance of evaluations for the projects since their innovative nature implies eventual adjustments. However, the evaluators observe that evaluation mechanisms and procedures are precarious and haphazard. The evaluation also recommends that projects which require the analysis of cost-effectiveness incorporate this factor in a systematic way. Nevertheless, the evaluators recognize the efforts being made to improve the evaluation process, noting that many offices have undertaken evaluations, some with external specialists, such as the offices in Argentina, Brazil, Jamaica, Mexico and Uruguay. The evaluation also notes that the social policy formulation projects are the weakest in terms of monitoring and evaluation. However, as noted above, in the case of the project in Venezuela, a government entity to monitor and evaluate programmes in the social sector was recently created.

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Relations among projects: exchange of experiences

74. SAFLAC projects have a variety of objectives, but often contemplate similar activities, such as the development of evaluation methodologies to assess the impact of social programmes, integrated focus on pre-school children and the formulation of social policies with an integrated approach. Initially, no mechanism was established for the systematic dissemination of results and exchange of information between projects. The evaluation team believes that this type of horizontal cooperation should be encouraged, especially given the level of development of SAFLAC.

SAFLAC committee

75. The evaluation mission, reviewing the role played by the committee in the management of SAFLAC, notes that it should be credited with having managed to keep the facility flexible, adapting itself to specific conditions of the countries, and also for not becoming bureaucratic. The evaluation team also found the committee to be an open forum with a high-level capacity for analysis and self-criticism. However, the evaluators make some suggestions which they believe may help the committee to firmly establish its identity and operating mechanisms: (a) guidelines should be prepared to ensure a greater conceptual homogeneity of project documents and uniformity in terms of criteria and operating mechanisms; (b) a mechanism should be established to allow rapid communication between the members of the committee and those directly involved with the projects, and it is recommended that the committee meet at least every four months instead of twice a year; (c) an officer should be designated to work with the technical team on a full-time basis in order to optimize the committee's work; (d) an annual report should be prepared to document SAFLAC experiences; and (e) a monitoring system should be established to complement project accounting control. The secretariat appreciates the above suggestions and is confident that they will help to enhance the committee's performance, but the merit of some of these suggestions will need to be further analysed.

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III. CONCLUSION

A. Comments and recommendations of the evaluators

76. The review of all SAFLAC-funded proposals and the intensive assessment of the seven projects selected have led to a series of comments and recommendations on the part of the evaluators, which are extensively presented in the evaluation report. The present document summarizes the major comments and recommendations below (it should be noted that some suggestions already incorporated into other sections of this report are not repeated here):

(a) In general terms, the projects have produced worthy results and have helped to foster the development of policies with a broader social dimension. They have also contributed to the creation of a supportive environment for the discussion and consideration of children's issues and the testing of alternative actions for direct attention to the vulnerable groups of society. Yet, SAFLAC's impact is still insufficient because of at least three circumstances, which vary in importance from one country to another: (i) the lack of consensus and widespread support to transform SAFLAC proposals and government policies into state strategies and long-term commitments; (ii) the instability of national officials in charge of project implementation and limitations of national counterpart institutions; and (iii) electoral conjuncture and change in Government;

(b) The capacity to persuade Governments to formulate and implement innovative programmes of massive application or the ability to mobilize civil society and the international cooperation community depends on the recognition of UNICEF-supported projects as viable and technically sound. In this respect SAFLAC has played an important role;

(c) The innovative role of SAFLAC-funded projects should be used as a model for: (i) the application of new and more efficient intervention technologies with greater social returns, focusing on society's vulnerable groups; (ii) the design of effective methodologies and guidelines for project execution; (iii) the development of creative social communication activities that focus on children's needs and rights; and (iv) more efficient and effective project management;

(d) In view of the weakness of public institutions in implementing social policies, SAFLAC should foster the development of initiatives to improve the efficiency of the social sector. This would mean that support would be provided for projects aimed at administrative and policy reform to heighten the impact of planning formulation in the social sector;

(e) In the area of human resources development, training programmes should be institutionalized. Governments should be convinced to take this action. The limited resources of SAFLAC should not be spent on short-term training courses, but should give priority to the design and development of a permanent training programme to be carried out by governmental or other institutions;

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(f) In view of the inadequacy of social statistics and information in the countries of the region and also its importance for programme planning and preparation, this area should be reinforced as a basic component of projects;

(g) Projects with a macro-strategy, such as those in Argentina, Venezuela and Ecuador, have been useful in adding to UNICEF credibility and reputation. This represents a solid basis for a greater acceptance of UNICEF-promoted ideas and proposals. Furthermore, despite the many difficulties associated with efforts to formulate and implement national policies, these clearly can have the greatest impact. It is, therefore, recommended that priority be given to the development of projects in this category. In this way, SAFLAC would help to create an important UNICEF presence in the design of social policy;

(h) Service delivery projects approved in the future should be those which clearly focus on the development of more effective and efficient intervention models. Delivery of traditional services or the use of proven methodologies should be part of the UNICEF regular programme of cooperation;

(i) As already indicated, many service delivery projects encounter difficulties in reaching the poorest sector of the population. The methodological challenge is enormous since this group does not usually have any form of organization. Despite the obstacles, a greater effort should be made to select projects that include a clear strategy to reach the poorest members of society;

(j) Methodology and actions to allow and encourage active and permanent community participation in social processes and initiatives should be reinforced. The impact of SAFLAC-funded projects cannot be consolidated and sustained unless this objective is met;

(k) SAFLAC methodological products clearly represent a social asset to countries of the region and to UNICEF. Accordingly, it would be beneficial if the committee were to encourage meetings and dialogue within the region to discuss and disseminate the methodologies developed;

(l) The evaluation outlines four critical areas that require further SAFLAC support as a requirement for greater impact and effectiveness: (i) effective operative mechanisms designed to translate policies into viable and sustainable action plans; (ii) institutional strengthening in the design and management of social programmes; (iii) the design and organization of a training programme in management and evaluation of social projects; and (iv) the establishment of an adequate system of social indicators to facilitate the decision-making process.

77. The evaluation concludes by stating that this exercise is not a completed process. Accordingly, it offers analysis, ideas and recommendations to help SAFLAC fully realize its potential. The difficulties and problems identified should serve to expand specific lines of action and introduce certain changes.

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B. SAFLAC: does it make a difference? Considerations of the secretariat

78. As they face a deteriorating socio-economic situation, the countries of the region must target and efficiently use available resources. This means turning the rhetoric of consensus to equity into large-scale and effective social programmes on behalf of vulnerable groups within the context of macro-policies designed to promote human development.

79. SAFLAC, as underscored by the evaluation, has made a valuable contribution to the region by prompting Governments and communities to support the development of strategies for a more just society, policies for efficient social investments, as well as initiatives targeted at the poor that can be taken to scale. SAFLAC has come to represent a combination of "seed money" and innovative proposals, demonstrating its potential to stamp national socio-economic policies with the seal of "children first".

80. Furthermore, as stated in the evaluation, the innovative and creative responses to new opportunities and the catalytic characteristics of the projects, combined with their capacity to generate greater awareness of children's problems and their potential to mobilize resources in amounts far superior to the facility's allocations, are all elements that uphold the view that SAFLAC is an important adjustment instrument. The report also underscores the fact that SAFLAC has helped to enhance UNICEF technical respectability in the region, an extremely important factor in the 1990s, as UNICEF expands its cooperation to the design, formulation and monitoring of national programmes of action.

81. In short, after three years of implementation, despite the limitations and difficulties encountered by some projects, it can be said that SAFLAC, with its limited resources, has made a difference that complements the UNICEF regular programme of cooperation in the countries.

82. The Declaration and Plan of Action of the World Summit for Children calls for a series of key actions on the part of Governments and international development agencies to support national programmes for the achievement of the goals set for the year 2000. Among other actions, Governments should prepare national programmes of action; re-examine, in the context of national plans and policies, how higher priority can be given to programmes benefiting children; and establish an appropriate monitoring system of social indicators. As already noted, SAFLAC plays a strategic role in supporting the development of balanced socio-economic policies and programmes to reach the unreached, the improvement of systems of social indicators and the promotion of the principle of "first call for children".

83. The plan of action also includes the formulation of debt relief schemes as a way to support programmes for children. UNICEF is playing an important role in developing innovative approaches and mechanisms for debt relief for children. SAFLAC can provide technical support to countries interested in developing such schemes with creditor institutions.

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84. In the next few years, SAFLAC will continue to play an important role, serving as a complementary instrument to support the conceptualization and development of national programmes of action to monitor progress towards and achieve the goals of the 1990s. Within this context, SAFLAC can facilitate and support horizontal technical cooperation for the exchange of successful experiences, methodologies and social technologies for the achievement of the goals. As such, the secretariat sees SAFLAC as providing important support for follow-up on the World Summit for Children and for the achievement of the goals of the 1990s. In general, the secretariat endorses most of the comments, suggestions and recommendations made by the evaluators; the secretariat believes that they will certainly help to enhance the effectiveness of SAFLAC in supporting the concerned countries in their efforts to cope with the social costs of the economic crisis and adjustment. The secretariat takes this opportunity to express its thanks to the evaluation team and also those staff members who provided support.

SAFLAC ALLOCATIONS BY COUNTRY OUT OF A TOTAL OF $16 MILLION

(In United States dollars)

ALLOCATIONS	1988	1989	1990	1991	1992	1993	TOTAL
Argentina	125 000	300 000	125 000	300 000			850 000
Brazil	150 000	300 000	300 000	150 000			900 000
Chile			55 500	300 000			355 500
Cuba		225 000	175 000				400 000
Colombia				300 000	300 000		600 000
Costa Rica				115 000	120 000		235 000
Ecuador		150 000	153 000	300 000	122 000		725 000
El Salvador				230 000			230 000
Guatemala				300 000	300 000		600 000
Guyana		300 000					300 000
Honduras			85 000	170 000			255 000
Jamaica	50 000	100 000					150 000
Mexico		300 000	300 000	300 000			900 000
Paraguay	80 000	27 000			90 000		197 000
Peru	63 333	126 667		295 000	227 000	178 000	890 000
Uruguay	145 000	145 000	257 000	255 000			802 000
Venezuela	147 500	297 500		200 000	250 000		895 000
Subregional			90 000	300 000	210 000		600 000
Subregional				100 000			100 000
Total allocated	760 833	2 271 167	1 540 500	3 615 000a/	1 619 000	178 000	9 984 500

a/ Includes funds allocated during previous years.

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Notes

1/ These amounts differ from those included in the evaluation report, which reflects allocations and expenditures up to June 1991 amounting to $7,902,500 and $4,548,300, respectively. It should be noted that of the total funds allocated, some $2 million is for the period 1992-1993.

2/ This amount differs from the amount included in paragraph 17 of the present report, which represents expenditures up to December 1991, but is used to calculate the ratio vis-à-vis other contributions received as of June 1991.

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FOR INFORMATION

SUMMARIES OF MAJOR DOCUMENTS FOR THE 1992 EXECUTIVE BOARD SESSION*

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I. REPORT OF THE EXECUTIVE DIRECTOR: TOWARDS A NEW ORDER FOR CHILDREN (E/ICEF/1992/2 (PART I))

1. In 1990, a series of promises was made to children around the world, stemming from the Convention on the Rights of the Child and the World Summit for Children. In 1991, UNICEF worked to translate those promises into action in three major ways: programme delivery; advocacy and social mobilization on behalf of children and women; and support for follow-up to the World Summit for Children.

2. UNICEF continues to be a field-based and field-oriented organization. Its primary mission is to support the provision of basic services for the survival, protection and development of children and the empowerment of women in families and communities of developing countries. In 1991, 80 per cent of total UNICEF expenditure, including 97 per cent of programme expenditure, was allocated in support of country programmes. Also in 1991, 84 per cent of UNICEF staff was based in country and regional offices, with the majority of headquarters staff directly involved in providing support to country programmes.

3. In terms of programme delivery, 1991 was another good year for UNICEF-assisted country programmes. The progress made in child survival and development (CSD) in the late 1980s was expanded further and included the achievement of 80 per cent child immunization, the use of oral rehydration therapy (ORT) and the control of acute respiratory infections (ARI). The UNICEF nutrition strategy approved by the Executive Board in 1990 has now become the standard approach in most country programmes. Safe drinking water supply and sanitation continued to be a major field of UNICEF support, with an emphasis on appropriate low-cost technologies. Many other areas of concern, including women in development and monitoring and evaluation, received considerable attention and support at the field level.

4. Compared with the needs of children in developing countries, the financial resources that UNICEF can make available for children are very modest indeed. UNICEF, therefore, seeks to use the programmes and projects it supports as catalysts for influencing policies and encouraging action by others - families, communities, non-governmental organizations (NGOs), Governments and donors - to pursue the goals and strategies for enhancing the survival, protection and development of children on a much larger scale. This is the essence of UNICEF advocacy.

5. In supporting programme delivery in the various areas described above, UNICEF has sought, through advocacy and social mobilization, to create popular awareness of, demand for and participation in the programmes in such a way as to create momentum for expanded coverage and accelerated service delivery, as was so effectively demonstrated in the universal child immunization (UCI) programme. In addition to the effective delivery of services through programme cooperation, a second effective instrument that UNICEF has sought to marshall on behalf of children is the creative use of the potential of modern

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communications. The broad range of UNICEF work in advocacy and social mobilization includes actions on the part of individuals and families (changes in sexual behaviour for protection against acquired immune deficiency syndrome (AIDS), the importance of birth spacing, delayed marriages); issues of debt relief and the peace dividend for children; and the promotion of the ethic of a "first call for children", a principle of universal relevance.

6. In the past, some members of the Executive Board have expressed concern about the relative balance between programme delivery and policy advocacy carried out by UNICEF. Experience over the last decade has shown how these are, in fact, two facets of all UNICEF programmes that are synergistic and complementary. All UNICEF-assisted projects today have an element of advocacy that seeks to prove that concrete, measurable advances are feasible, and through such examples, influences policies and encourages the allocation of resources for children. The Executive Director believes that the programme results achieved in 1991 reflect the powerful combination of ideas and action - advocacy and programme delivery - that characterizes UNICEF cooperation.

7. UNICEF has played its part in follow-up to the World Summit for Children, mindful of the Executive Board directive that it do so within its mandate, comparative advantage and resources. UNICEF support to developing countries in their follow-up to the Summit has been a part of the country programming process. Thus, the situation analysis of children and women that UNICEF assists Governments to prepare has also served as useful background material for the preparation of national programmes of action (NPAs). The national programme, in turn, provides the larger national framework within which the UNICEF programme of cooperation is situated. UNICEF cooperation in monitoring and evaluation, as part of the country programme, is a useful foundation on which Governments are building databases for monitoring progress towards the achievement of national programme goals.

8. While the Executive Director is encouraged by the follow-up to the World Summit to date, he wishes to bring to the attention of the Board the challenges that lie ahead. NPAs in developing countries indicate that achievement of the goals for children in the 1990s will require substantial - but not inconceivable - amounts of additional resources from donor and developing countries. However, it is not always evident in national programmes how such resources will be mobilized. It is clear that over half of the additional resources needed will have to come through restructuring of existing national budgets and existing aid resources to give higher priority to achieving the goals for children. Whether there is adequate political will and vision to carry out such restructuring is far from certain.

9. Continuing a high level of programme delivery and accelerating progress towards the achievement of country programme goals will be the cornerstone of UNICEF advocacy and action in 1992. UNICEF will need to be ever more innovative and resourceful in social mobilization and building alliances in support of programmes for children, including NPAs.

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10. The Executive Director looks to the Executive Board for guidance concerning UNICEF assistance in a number of areas that pose challenges for 1992 and beyond. These include guidance as to how UNICEF might best assist in meetings or conferences to be held in 1992 to mobilize national, regional and international support for action for children. The Board will also need to provide guidance to the secretariat on how UNICEF should meet the new challenge posed by requests for technical and financial assistance from the republics formed following the break-up of the former Soviet Union. Once there has been an assessment of the needs of children in the countries of the Commonwealth of Independent States, and once the varying needs of the countries have been studied, the next step will be to ensure that the proposed response in no way diverts UNICEF from addressing the urgent problems and needs of Africa, the least developed countries (LDCs) and other developing countries that merit continuing high organizational priority.

II. REPORT OF THE EXECUTIVE DIRECTOR: OVERVIEW OF ACTIONS FOR CHILDREN IN 1991 (E/ICEF/1992/2 (PART II))

11. Part II of the report of the Executive Director provides an overview of developments in UNICEF programmes and operations in 1991. In 1991, UNICEF cooperated in programmes in 127 countries, the majority of which were in Africa (44), followed by Latin America and the Caribbean (35), Asia (34) and the Middle East and North Africa (14). The emphasis on Africa continued, with priority also given to LDCs in this region and elsewhere. Programme expenditure in 1991 totalled $591 million ($318 million from general resources and $273 million from supplementary funds).

12. Health remains the largest sector in UNICEF expenditure ($202 million, or 34 per cent), although it has been reduced both numerically and proportionately. Total expenditure in water supply and sanitation decreased to $73 million, or 12 per cent of total expenditure (owing largely to the underfunding of supplementary-funded water supply projects, which decreased from $48 million in 1990 to $42 million in 1991). However, expenditure for 1991 was dominated by a substantial increase for emergencies, from $49 million in 1990 to $111 million, owing to the situation between Iraq and Kuwait and other crises, especially in Africa.

13. In 1991, UNICEF field offices in all developing countries were actively involved in supporting Governments and NGOs in the follow-up to the World Summit for Children in support of the goals and strategies for children in the 1990s adopted by the Executive Board. Many National Committees for UNICEF have also been active in Summit follow-up in industrialized countries. The year 1991 also saw increased work on the identification of indicators for monitoring progress, the delineation of methods of measurement and a considerable expansion of data-related activities. In 1992, there should be further progress in the area of goal monitoring.

14. Following Executive Board decision 1990/10 (E/ICEF/1990/13) and decision 1991/9 (E/ICEF/1991/15), UNICEF continued to work actively throughout 1991 to

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facilitate early ratification of the Convention on the Rights of the Child and to support its effective implementation. The process of integrating the issues and principles of the Convention into the country programming process also continued. By the end of 1991, 107 countries had become States parties to the Convention through ratification or accession, while another 35 had signed, indicating their willingness to ratify the Convention. The Convention's most fundamental impact on UNICEF has been to broaden the framework for analysing the situation of children and to stimulate new thinking about effective strategies for UNICEF to fulfil its mandate.

15. During 1991, UNICEF continued efforts to improve the involvement of the poorest segments of communities in programme activities and, in accordance with Executive Board decision 1991/15 (E/ICEF/1991/15), to identify, analyse and share information and lessons learned from initiatives that were most effective in reaching the poorest children and their families. The major impetus behind this effort has been the development of country-level goals for children in the 1990s as follow-up to the World Summit for Children. Emphasis is being placed on ensuring that social safety nets are developed or maintained in order to protect the poorest, especially in situations where structural adjustment measures and the application of market principles are adversely affecting social services.

16. Following the adoption of Executive Board decision 1991/4 (E/ICEF/1991/15), UNICEF continued to give high priority to children and women in LDCs. Children represent nearly half of the population in LDCs and are the weakest of all vulnerable groups. Both the World Summit for Children and the Second United Nations Conference on the Least Developed Countries held in Paris in 1990 identified similar priority areas for action including improving education, especially for girls; strengthening primary health care (PHC); implementation of expanded immunization programmes; malaria control; efforts to combat AIDS; and the reduction of infant, child and maternal mortality and morbidity. Although effective and long-term implementation of those tasks must be based on national actions in each country, they will require a substantial level of international cooperation. For its part, UNICEF will continue to support national efforts to formulate and implement NPAs on the basis of the objectives adopted by the Summit and the Paris Conference.

17. In the past year, UNICEF enhanced the environmental components of its activities in continued response to Executive Board decision 1989/12 (E/ICEF/1989/12). Two major factors underlined the need to review and strengthen the UNICEF strategy for the environment: the increasing focus on environment and sustainable development, particularly in the context of preparations for the United Nations Conference on Environment and Development; and the follow-up to the World Summit for Children, which has led to the realization that the major Summit goals could not be met without focusing attention on environmental factors. Consequently, a review of UNICEF strategy is being carried out in consultation with field offices. Various studies are being prepared to support advocacy and policy-making.

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18. The aim of UNICEF is to emphasize linkages between children's concerns and the environment by stressing the human development aspect of environment programmes and by advocating an approach that relates to sustainable development and the well-being of children and their families. The concept of "primary environmental care" is being developed and promoted. The concept, already embodied in many community-level and community-based initiatives in many UNICEF country programmes, encompasses the provision of basic services, improvement of the environment, community participation and the empowerment of people with relevant knowledge and information.

19. The Executive Board reaffirmed the commitment of UNICEF to Africa as the region of highest priority in decision 1991/13 (E/ICEF/1991/15). The UNICEF response in Africa is prompted by the reality that Africa represents the greatest challenge to the achievement of the goals for children in the 1990s, as it is the only continent where the numbers of child deaths and the rate of child malnutrition are still increasing.

20. The past year was characterized by significant successes in the adoption of the Bamako Initiative strategy in national health programmes in Africa, the holding of round tables to prepare the implementation of the Jomtien Declaration on Education for All and the introduction of the new nutrition strategy. While those steps will continue in 1992 and beyond, several regions within the continent require significant special action, including the Horn of Africa, the Sahel and South Africa.

21. Major fields of activity in 1991 described in detail in the report include PHC; nutrition and household food security; water supply and environmental sanitation; basic education; women in development and the girl child; urban services; children in especially difficult circumstances; and emergency operations.

22. In the area of PHC, continued progress was made in immunization, the control of diarrhoeal diseases (CDD) and of cholera; the control of ARI (which are now considered the leading cause of death among young children); malaria control; the fight against the AIDS pandemic; the dracunculiasis (guinea worm disease) eradication programmes; women's health, safe motherhood, child spacing and family planning; the essential drugs programmes; the promotion of healthy lifestyles for youth; the prevention and rehabilitation of childhood disability; and the Bamako Initiative.

23. Other programme responses in 1991 included UNICEF involvement in preparations for the International Year for the World's Indigenous People (1993). During the past year, both Executive Board decision 1991/7 (E/ICEF/1991/15) and the relevant provisions of the Convention on the Rights of the Child served to highlight the situation of indigenous people, and UNICEF gave increased and conscious attention to their needs. Special attention was paid to the subject in the Latin American region.

24. In a section on Central and Eastern Europe and Chernobyl nuclear accident victims, the Executive Director discusses the UNICEF response to Executive Board decisions 1991/20 and 1991/21 (E/ICEF/1991/15). Central to the year's

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activities was a series of country missions to Albania, Bulgaria, Czechoslovakia, Hungary, Poland, Romania and Yugoslavia, undertaken in active cooperation with other United Nations agencies, international organizations and intergovernmental bodies. The main purpose of the missions was to facilitate the preparation of situation analyses of women and children so as to promote the preparation of NPAs as part of follow-up to the World Summit for Children. Subsequently, national multidisciplinary teams have initiated processes for completing the analyses.

25. Following a mission to Chernobyl in June 1991, emergency supplies of iodized oil capsules were dispatched to the affected areas, funded by the German National Committee for UNICEF. UNICEF contributed to the establishment of a United Nations Inter-Agency Task Force for Chernobyl and participated in a pledging conference organized by the United Nations Office at Vienna. In addition, with funds provided by the German National Committee, emergency drug kits valued at $200,000 were sent to the former Union of Soviet Socialist Republics as part of the 1991 winter campaign organized by the International Foreign Policy Association.

26. In response to Executive Board decision 1991/15 (E/ICEF/1991/15), a situation analysis of Palestinian children in the West Bank and Gaza has been prepared. Based on the analysis, UNICEF is submitting to the Executive Board at its 1992 session a three-year programme for the period 1992-1994 for Palestinian children and women in the West Bank and Gaza (E/ICEF/1992/P/L.32). The programme delineates action in the areas of child health, education and children in especially difficult circumstances. A new five-year programme for Palestinian children in Lebanon is also being submitted to the Executive Board to continue strengthening ongoing UNICEF activities in the areas of child health, early childhood development, water supply and sanitation and women's development (E/ICEF/1992/P/L.28).

27. During the past year, the situation between Iraq and Kuwait had profound effects on Palestinian communities in the region, including the return of hundreds of thousands of people to Jordan. The loss of remittance income, high unemployment and increasing poverty almost universally affected Palestinians in the West Bank and Gaza, Jordan, Lebanon and the Syrian Arab Republic. In response, UNICEF activities in 1991 stressed health, education and women-centred programme components. While UNICEF continues to work closely with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), increased attention is also being paid to fostering community action and exploiting more fully the extensive network of NGOs and other grass-roots organizations in the Palestinian community. Social mobilization activities continue to be supported, particularly with regard to media promotion of health education materials.

28. Other supporting activities discussed in the report are programme evaluation, programming and programme management and support systems. The report describes the UNICEF response in 1991 to General Assembly resolution 44/211 of 22 December 1989 on United Nations operational activities for development, particularly in the area of the harmonization of programming and

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programme cycles. Also described are efforts to increase national execution, programming in situations of political change and the country programme management plan.

29. A broad range of activities related to social mobilization and advocacy are also discussed in the report. As a result of the important role played by communication and social mobilization in the success of UCI and the promotion of ORT, UNICEF offices are moving to adapt such techniques to the challenges posed by the goals for the 1990s and the Convention on the Rights of the Child. In 1991, UNICEF continued its valuable work with NGOs, which continued to play a vital role in working towards implementation of the Convention and accomplishment of the Summit goals. UNICEF also worked closely with NGOs to respond to emergencies and in the areas of children in armed conflict, women and development, youth mobilization and the reduction of gender disparity in education.

30. Work with parliamentarians, religious leaders and mayors continued in 1991, as did the public advocacy of UNICEF Goodwill Ambassadors and alliances with intergovernmental organizations. There was also extensive consultation throughout the year to help develop a common framework and goals to guide all UNICEF education for development activities.

31. Information activities in 1991 were wide-ranging and included media relations, the annual publication of the State of the World's Children report, broadcasting and video productions, publications, information and communication capacity-building and electronic information. The Division of Information also continued to play an active role in United Nations system-wide coordination through the Joint United Nations Information Committee. Through the Office of the Secretary-General of the United Nations Conference on Environment and Development, the Division took part in the preparation of the media and information activities leading to the Earth Summit.

32. National Committees for UNICEF continued to provide vital support to UNICEF, contributing approximately 20 per cent of its general resources, principally through sales of greeting cards and private sector fund-raising. National Committees also responded quickly to emergency appeals by providing funds, especially for Africa and Central and Eastern Europe. Special attention was paid to the new realities in which National Committees in Central and Eastern Europe must operate, and where further assistance will be needed.

33. The year 1991 saw a decrease in contributions in United States dollars to general resources. Contributions from Governments to general resources were higher than the expected medium-term plan, but lower than expected when converted to dollars. In 1991, general resources income was $506 million, $30 million less than the 1990 general resources income of $536 million. The decrease was due primarily to exchange rate fluctuations, particularly the rise of the dollar in comparison to European currencies in 1991.

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34. Supplementary funding contributions totalled $301 million, as compared to the medium-term plan target of $303 million. It should be noted, however, that there was a dramatic shift in the relative allocation between regular supplementary-funded programmes and emergencies, in favour of the latter.

35. In 1991, the Greeting Card and related Operations (GCO) continued and built on its work covering the three income-generating areas assigned to it by the Executive Board: product sales and licensing; private sector fund-raising support to National Committees and field offices; and special fund-raising events and new initiatives. GCO is also responsible for coordinating exhibits and promotional activities.

36. During the 1990-1991 season, the general public worldwide contributed $76.6 million to UNICEF general resources through GCO. This was $15 million higher than in the previous year. Sales volume rose to 154 million cards and indications are that the 1991-1992 season will continue the upward trend begun in 1985. The year 1992 is expected to be one of renewed effort and growth for GCO, with special emphasis on assisting the newly privatized National Committees in Central and Eastern Europe and the establishment of private sector fund-raising capabilities in newly industrialized and in some developing countries.

37. In the area of operations, the report discusses how in 1991, the UNICEF secretariat, together with the Executive Board, intensified efforts to review and strengthen the organization's operational capacity and accountability to meet the challenges of the 1990s in the most efficient, cost-effective and transparent manner.

38. In 1991, the Executive Board requested the Executive Director to conduct studies and analyses on specific operational issues and to submit reports to its 1992 session. In accordance with decision 1991/30 (E/ICEF/1991/15), the Bureau appointed a reference group and UNICEF assigned two staff members to act as coordinators. The coordinators assisted the reference group in conducting studies and analyses of global, interregional and special-purpose funds; criteria for project versus core posts; and issues related to the budget format, the medium-term plan and financial and income projections. To support the work of the reference group and the coordinators, an interdivisional task force, including selected participation by field offices, was established to conduct extensive reviews and discussions.

39. For most of 1991, the value of the United States dollar was significantly higher than both the exchange rates used in the medium-term plan and actual 1990 exchange rates. As a result, although many countries increased their contributions in their local currencies, total UNICEF income in United States dollars for 1991 was less than estimated in the medium-term plan and less than in 1990.

40. Total income was $807 million in 1991. This was $51 million less than the $858 million total estimated in the 1991 medium-term plan. Total income for 1991 was $14 million (2 per cent) less than total income in 1990.

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41. Total expenditures for 1991 were $755 million. Programme expenditure was $591 million, which was $89 million less than the 1991 medium-term plan amount. Budget expenditures for programme support services in 1991 amounted to $161 million. Budget expenditures for the 1990-1991 biennium were $7 million less than the approved revised estimates.

42. In a summary of activities related to financial management, the report details the central financial and accounting system, the review of financial accountability in UNICEF and other areas of specific focus. Human resources management, supply operations, administrative and management services, information resources management and internal audit are also reviewed.

III. MEDIUM-TERM PLAN FOR THE PERIOD 1992-1995 (E/ICEF/1992/3)

43. The medium-term plan is a rolling four-year plan that is updated every two years, except for the financial plan, which is updated annually. Based on policy guidance received from the Executive Board on programmes, operations and external relations, it contains a strategic framework for action spanning the period of the next two biennial budgets.

44. The Executive Board, in decision 1990/22 (E/ICEF/1990/13), approved the goals and strategies for children and development as contained in documents E/ICEF/1990/L.5 and E/ICEF/1990/CRP.2, and called upon Governments to support those goals. In stating that the principles outlined in those documents would guide the formulation of the medium-term plan, the Board laid out the basic orientation of the plan, which breaks no new ground as regards goals and strategies.

45. Global goals, such as the ones approved by the Executive Board and later approved by the World Summit for Children, are useful in galvanizing the international community in pursuit of politically attractive, understandable and feasible objectives, and in creating a climate in which nations and communities vie peacefully to put children first and transform goals into reality. In order to do this, each country must examine the goals in the light of its own situation, policies and plans and its own cultural, religious and social traditions. As a follow-up to the World Summit for Children, most countries are formulating NPAs, with specific targets, budgetary allocations, cost estimates and monitoring mechanisms. More than 100 developing and industrialized countries have engaged in this process during the past year.

46. The country programme remains fundamental to UNICEF cooperation with developing countries and is the principal means by which that cooperation is translated into action for children. The UNICEF country programme will naturally be inspired by and support NPA, but UNICEF input into the national programme will be only a marginal - if catalytic - part of that effort.

47. At the operational level, country programmes are multisectoral and synergistic. For purposes of planning and analysis, however, specific activities designed to achieve the goals for children and development are separated into several major programme areas.

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48. In the area of PHC, the challenge facing UNICEF in the 1990s is to support countries in universalizing access to knowledge, technology and health care to reduce significantly morbidity, mortality and malnutrition among children and women. This implies the strengthening, revitalization or establishment of PHC structures and systems to achieve key health sector goals in the 1990s. Owing to the achievement of UCI globally, there are now over 500 million contacts between health systems and families annually. During the plan period, UNICEF will support the broadening of immunization structures into PHC structures and the incorporation of management information systems into all these structures.

49. Working closely with the World Health Organization (WHO) and the United Nations Population Fund (UNFPA), UNICEF will collaborate with Governments, NGOs, the private sector and international and bilateral specialized and development agencies to facilitate the redefinition of national and global health strategies and activities, especially in the areas of children's and women's health and family planning. Support will also be provided to define an integrated set of services that is more responsive to national and local needs, in terms of both cultural and local epidemiology, to strengthen national management capacity and to broaden financing options in pursuit of equity, sustainability and self-reliance.

50. Regarding child health, the plan discusses more specific UNICEF proposals in the following areas: reducing infant and under-five mortality rates; immunization; CDD; ARI; human immunodeficiency virus (HIV)/AIDS; the Bamako Initiative; malaria; children with disabilities; women's and maternal health; and family planning.

51. In the area of food and nutrition, the plan identifies the lack of household food security, inadequate care for children and women, the lack of health services and an unhealthy environment as underlying causes of malnutrition. UNICEF will address the causes at all levels by pursuing and promoting four strategies: (a) control of the three major micronutrient deficiencies (vitamin A, iodine and iron); (b) protection, promotion and support of breast-feeding and improved child feeding practices; (c) community participation and empowerment through improved assessment, analysis and capacity to design and implement sustainable actions (the "triple A" approach), including support to community organizations and the use of growth monitoring and promotion; and (d) improved national nutrition policies and strategies through policy dialogue, training and the use of improved information systems (nutrition surveillance).

52. Globally, UNICEF will continue to advocate shifting the allocation of bilateral and multilateral aid in the water supply and sanitation sector to lower-cost systems. Relatively minor changes in the percentage of all government expenditure and external assistance from high-cost systems to intermediate- and low-cost ones could produce dramatic increases in coverage. At the level of the country programme, UNICEF will endeavour to increase further its financial support for water supply and sanitation programmes over that of the previous period. It is hoped that this higher level will be

maintained through additional supplementary funding. In implementing these programmes, greater priority will be given to sanitation and hygiene education, community management for the maintenance of sustainable systems and social mobilization to serve as a catalyst. UNICEF is also working to eradicate dracunculiasis during the 1990s by providing a safe water supply and health education.

53. The principal thrust in basic education will be to work towards the universalization of primary education. UNICEF, together with the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Programme (UNDP) and the World Bank, will give special focus to the 10 most populous developing countries in order to reduce drastically the number of out-of-school children and illiterate adults in the world by the year 2000. UNICEF will work closely with Governments, external donors and non-governmental partners to extend formal school systems, adapting programmes as necessary to specific circumstances so as to reach disadvantaged and underserved children. Alternative ways of providing primary education will also be explored and pursued, together with measures to give full recognition to these programmes as equivalents of primary schooling.

54. To aid children in especially difficult circumstances, during the plan period, UNICEF hopes to broaden and extend the concepts of "corridors of peace" and "periods of tranquillity" to ensure the protection and well-being of children and women in conflict situations. Dealing with the special needs of children displaced and traumatized by war will receive increased attention based on the strategy of preserving and strengthening families and communities and reintegrating unaccompanied children as quickly as possible to families, schools and communities.

55. During the plan period, UNICEF will also work with partners and allies on the special problems and needs of orphans, especially AIDS orphans and street children, victims of natural and man-made disasters, socially disadvantaged groups, child workers or youth trapped in bondage and victims of child abuse and neglect. Special focus will be given to collaborating with NGOs on basic education opportunities for street and working children, developing education materials on environment and peace, and increasing educational opportunities for hard-to-reach girl children.

56. Implementation of the Convention on the Rights of the Child will be another area of UNICEF focus during the plan period. Globally, UNICEF will work towards ratification and implementation of the Convention by all countries. UNICEF will also work to inform the general public, expanding its level of awareness, commitment and understanding of the rights of the child.

57. In the area of women in development, UNICEF will intensify its advocacy and social mobilization efforts to generate political will to formulate appropriate national policies, enact legislation and allocate necessary resources. UNICEF will contribute to raising awareness among women through information, education and communication activities and to enhancing the capacity of women through support to women's organizations. Advocacy and

social mobilization measures will be adopted to sensitize men and boys and to mobilize them to assume shared responsibility for parenting, child survival, protection and development and women's equality. Priority focus on the girl child will be increased during the plan period, with particular attention given to the education of girls, reducing the incidence of early marriage, pregnancy and motherhood and changing social attitudes of preference for sons.

58. In order to meet the ongoing challenges of providing emergency assistance, UNICEF will need to strengthen its capacity to respond to emergencies as they occur and to provide support to pre-disaster planning, prevention and mitigation activities under the United Nations International Decade for International Disaster Reduction. In its approach to emergencies, UNICEF strives to respond as much as possible in ways that strengthen rehabilitation and lead to development. For this reason, linkages will be made to country programmes, particularly in emergency-prone countries, to build safeguards such as non-food supply, use of oral rehydration salts, measles immunization and water supply and sanitation. Within the framework of various initiatives undertaken to enhance the capacity of the United Nations system to respond effectively to emergencies, UNICEF will continue to work closely with the United Nations system to ensure that its contributions in dealing with emergencies are integrated into and support the overall United Nations emergency response system.

59. The medium-term plan goes on to discuss in detail the following basic strategy components for achieving the goals adopted by each country: (a) empowerment of women; (b) sustainability and national capacity-building; (c) reaching the unreached and disparity reduction; (d) area-based programmes; (e) going-to-scale; (f) community participation; (g) development with a human face; (h) environmental enhancement; (i) situation analysis, monitoring and evaluation; (j) advocacy and social mobilization; (k) inter-agency cooperation; and (l) resource mobilization.

60. In a chapter on the regional dimension of UNICEF cooperation, the plan states that while the UNICEF approach is country-specific, regional strategies are based on country strategies that are characteristic of a particular region. The priorities and programme emphases that characterize a given region might not always be applicable in all countries of that region. Regional priorities should also not be allowed to obscure the fact of UNICEF commitment to, and priority for, LDCs.

61. Sub-Saharan Africa is the region of highest UNICEF priority, as reaffirmed by the 1991 Executive Board. Other regions reviewed in the plan are Latin America and the Caribbean, Asia and the Middle East and North Africa. UNICEF advocacy in industrialized countries is also discussed.

62. The medium-term plan also includes a discussion of its management implications for UNICEF, particularly the Office of the Executive Director, which is responsible for the general direction of UNICEF activities under the policy guidance of the Executive Board. Assisted by three deputy executive directors, the Executive Director manages the organization within the

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framework of various committees, regular meetings and ad hoc task forces organized around specific issues. The Planning and Coordination Office advises and assists the Executive Director in strategic planning and the coordination of policy decisions and managerial oversight.

63. To implement the ambitious goals and strategies that the Executive Board has entrusted to UNICEF to pursue in the decade ahead, significant progress will have to be realized in the current plan period, and a solid foundation will have to be laid for the second half of the decade. The Executive Office will endeavour to provide supportive guidance and leadership and to help create a favourable environment for UNICEF field offices to work efficiently and effectively. It will also play its part to ensure that actions by UNICEF contribute significantly to broader United Nations initiatives.

64. During the plan period, the Evaluation Office will give priority to the systematization of the UNICEF institutional learning process. Also during the period, the country programming exercise, with its situation analysis, strategy, preview and review meetings and mid-term review, will be further streamlined to assure that it is adapted to national circumstances and changing requirements.

65. In decision 1990/14 (E/ICEF/1990/13), the Executive Board requested that, beginning in 1992, the planning of external relations and advocacy be made an integral part of the medium-term plan process. The plan thus contains an expanded section on external relations. The four organizational units at headquarters responsible for work related to external relations - the Divisions of Information and Public Affairs, the Programme Funding Office and GCO - are discussed in detail, as are external relations staffing and resource requirements and evaluation of external relations.

66. In a section on operations, the plan reviews human resources planning and personnel management; financial management; internal audit; information management; supplies; and administrative management.

67. Also discussed in detail are financial strategy and planning. The 1990-1993 medium-term plan (E/ICEF/1990/3 and Corr.1) stated that, as a general guideline for the decade, expenditure was expected to be distributed among the four major programme clusters: health; nutrition; water supply and sanitation; and education. By the year 2000, the plan projected that UNICEF should be spending approximately 25 per cent of its resources on health, 10 per cent on nutrition, 20 per cent on water supply and sanitation and 25 per cent on education.

68. Those percentages will be used to guide UNICEF long-term planning and fund-raising. Assuming that levels of income growth foreseen by the current plan are achieved and maintained by the end of the decade, those general targets remain. The overall tendency since the previous plan, however, has not made their achievement any easier. Despite a slight increase in programme expenditure over 1990, both absolute and relative levels declined in 1991 for health, water supply and sanitation, while expenditures in the emergency

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sector more than doubled 1990 levels. It is assumed that this was a temporary phenomenon, and that non-emergency expenditure will recover in 1992 and subsequent years. For this to be achieved, however, increased support from donors for regular programmes in nutrition, water supply and sanitation and education will be required.

69. The financial plan is a framework of projections which, to satisfy the specific financial requirements of UNICEF, has four main purposes:

(a) To estimate future general resources and supplementary funds income;

(b) To plan affordable levels of general resources programme expenditures;

(c) To plan the budgetary estimates necessary to support programme expenditures;

(d) To maintain the liquidity requirement.

70. The financial plan projects income on the basis of the results of the annual Pledging Conference, recent trends in contributions, the Programme Funding Office fund-raising targets and the GCO work plan. Expenditures are based on the outstanding amounts of approved programmes plus estimated expenditures on future programmes. Programme and budget plans, implementation experience and available resources provide the basis for the yearly phasing of expenditures.

71. Actual amounts of income and expenditure can differ from the plan because: (a) income depends on voluntary contributions; (b) the rate of expenditure depends on many factors, some of which are beyond UNICEF control; and (c) the fluctuation of exchange rates, etc., adds considerable uncertainty to income and expenditure projections.

72. The financial plan forecasts total income for 1992 of $830 million, 2.9 per cent more than in 1991. The plan forecasts that total income will exceed $1 billion by 1995, using an average annual growth rate of 6.0 per cent over the medium-term plan period. UNICEF average annual growth for the five years preceding the plan was 13.0 per cent.

73. The financial plan forecasts total general resources income to be $518 million in 1992, an increase of 2.4 per cent over 1991. For the period 1992-1995, total general resources income is forecast to increase at an average annual rate of 7.4 per cent, reaching $641 million in 1995. The percentage increases are somewhat distorted by the extraordinary loss in incomes that will occur in 1992 owing to the devaluation of the rouble. Excluding the effect of the devaluation, general resources income is forecast to increase to 4.8 per cent in 1992 and then to increase at an average annual growth rate of 5.6 per cent.

74. Concerning supplementary funds, the financial plan recognizes 1991 as an extraordinary year for emergency appeals and assumes a trend towards the more traditional balance between emergency and non-emergency contributions. As a result, the financial plan forecasts a decrease in contributions to emergencies with a corresponding increase in contributions to non-emergency programmes. The financial plan forecasts non-emergency contributions for 1992 of $232 million. For 1993-1995, non-emergency contributions are projected to increase at an average annual rate of 11.1 per cent, reaching $318 million in 1995. The financial plan assumes contributions for emergencies of $80 million for 1992, declining to $60 million by 1995. The rate of growth for total supplementary funds income for 1991-1995 is 5.9 per cent, about the same as forecast in the 1991 plan.

75. The 1992-1995 level of planned expenditure is in line with the goal of maximizing programme expenditure while maintaining general resources liquidity. Consistent with the strategy of reducing the general resources cash balance, the financial plan proposes a large increase in programme expenditures for 1992. The plan proposes general resources programme expenditures of $414 million in 1992, 30.2 per cent higher than in 1991. Additional, but more modest, increases will bring general resources programme expenditures to $415 million in 1993, $424 million in 1994 and $434 million in 1995. The average annual increase in general resources programme expenditures over the medium-term plan is 8.1 per cent.

76. The financial plan forecasts supplementary funds programme expenditures to be $297 million in 1992. A projected average annual increase of 6.5 per cent will bring supplementary funds programme expenditure to $359 million by 1995.

77. The approved 1992-1993 budget will be maintained, with full utilization of the reserves for mandatory increases. However, a supplementary budget estimated at approximately $2.5 million will be sought for one-time installation costs, which is dependent on the Executive Board decision on the headquarters office accommodation issue.

78. The proposed administrative and programme support budget for 1994-1995 is expected to maintain an expenditure level within a realistic income scenario of 7.4 per cent growth (1992-1995) in general resources income from all sources, consisting mainly of 5.5 per cent growth for the same period in general resources income from Governments.

IV. UNICEF EMERGENCY OPERATIONS (E/ICEF/1992/11)

79. During 1991, UNICEF was called upon to provide increasing amounts of emergency assistance to 50 countries, more than doubling its emergency expenditure and placing unprecedented demands on UNICEF staff, management and the Supply Division. UNICEF appeals, issued as part of coordinated inter-agency assessments, raised the level of supplementary funds for emergencies from $57 million in 1990 to over $134 million, or over $151 million when all sources of funding were taken into account.

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80. The responsibility of UNICEF to assist children in all critical circumstances lies at the core of its mandate. In a world where natural disasters and economic and political strife continue to increase, causing severe hardship to growing numbers of children and women, UNICEF has to provide emergency assistance. Its existing mandate, past performance and the expectations of most Governments and the world's humanitarian community, require that it do so. At the same time, UNICEF must continuously bear in mind its primary responsibility, which is to help bring about sustained improvements in the social and economic conditions of all children and mothers requiring assistance. Thus, UNICEF emergency response programmes have always contained significant rehabilitative components designed to help rebuild the minimal human and physical infrastructure required for carrying out priority emergency response activities. The strengthened infrastructure becomes, in turn, the springboard for follow-up recovery programmes.

81. In a chapter on strengthening UNICEF emergency capabilities, the report reviews the following comparative advantages of UNICEF: its field structure and links with country programmes; the Supply Division; established links with NGOs; the Emergency Reserve Fund (ERF); and National Committees for UNICEF.

82. Joint efforts and coordination with United Nations partners are discussed in detail. In 1991, the Executive Director was fully involved in the discussions on the restructuring of the coordination of United Nations emergency humanitarian assistance and welcomed the appointment of the new Emergency Relief Coordinator.

83. The Executive Director believes that the reorganization of the United Nations emergency mechanism has been a positive development. However, because he does not want to pre-empt the outcome of the Emergency Relief Coordinator's ongoing work on the organization of the new United Nations emergency coordination structure, UNICEF is awaiting the outcome of those discussions before determining the precise role of the UNICEF Geneva Office within the new United Nations structure and whether the capacity of the Geneva Emergency Unit should be increased. If the office needs to be strengthened, proposals will be included in the normal manner through the budget for the 1994-1995 biennium, to be submitted to the Executive Board at its 1993 regular session. The Executive Director will report to the Board on the United Nations emergency restructuring and its implications for UNICEF in 1993.

84. The organization of UNICEF emergency assistance is also discussed in the report. This includes prevention and preparedness activities, staffing, headquarters and field-level responses and the capacity of national staff. In the light of the phenomenal increase in emergencies in 1991 and the restructuring of the United Nations system's emergency coordination, UNICEF has undertaken a series of senior management reviews of staffing, training and headquarters response mechanisms. The reviews have produced a number of recommendations that the Executive Director will review, in conjunction with the office of the United Nations Emergency Relief Coordinator. The Executive Director will report to the Executive Board in 1993 on the outcome of those discussions.

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85. The report concludes with a detailed review of UNICEF emergency activities in 1991, which included responses to natural disasters and cholera outbreaks, responses to man-made disasters and conflict situations, special attention to Africa (including the Horn of Africa, the Sudan and Liberia) and other countries (including Afghanistan, Haiti and Zaire).

V. PROGRESS REPORT ON THE FOLLOW-UP TO THE WORLD SUMMIT FOR CHILDREN (E/ICEF/1992/12)

86. In decision 1991/10 (E/ICEF/1991/15), the Executive Board requested that the Executive Director submit at its regular session in 1992 a consolidated analysis of the plans and actions undertaken by individual countries and the international community as follow-up to the World Summit for Children. The Board also invited the Executive Director to prepare and to circulate suggestions on how individual countries and international bodies might provide information on their plans and actions so as to facilitate the task accorded to UNICEF in preparing the present progress report pursuant to paragraph 35 (v) of the Plan of Action of the World Summit for Children.

87. In July 1991, the Executive Director prepared and circulated to Member States "Suggested guidelines for the preparation of the progress report on the implementation of the World Declaration on the Survival, Protection and Development of Children, and the Plan of Action for Implementing the World Declaration on the Survival, Protection and Development of Children, adopted by the World Summit for Children" (E/ICEF/1991/17).

88. The report is based largely on the feedback received from Member States in response to the guidelines prepared by the Executive Director, as well as on reports received from international agencies, NGOs and UNICEF field offices. As expected, the major follow-up actions by Governments in 1991 were the preparations of NPAs as called for in paragraph 34 (i) of the Plan of Action of the World Summit for Children. The major portion of the report thus centres on a preliminary analysis of NPAs.

89. In terms of formal commitment at the national level, as of March 1992, an additional 65 heads of State or Government had joined the original 71 leaders who personally signed the Summit Declaration and Plan of Action. Governments in at least 125 industrialized and developing countries are currently preparing NPAs, while in many countries, programmes of action are being prepared at provincial and municipal levels, as well as by NGOs and civic groups.

90. At regional and interregional levels, heads of State or Government have also collectively reaffirmed their commitment to Summit follow-up at such high-level meetings as the South Asian Association for Regional Cooperation and the Organization of African Unity, Commonwealth, Francophone, Ibero-American and Central American summits. At the international level, the United Nations system has also taken a number of measures, including the adoption by the General Assembly of resolution 45/217 of 21 December 1990.

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Pursuant to that resolution, the Secretary-General wrote to the heads of all relevant agencies, urging them to take appropriate action in their areas of competence. Reports from field offices indicate that, in many countries, the relevant United Nations agencies are providing technical and financial support for the formulation and implementation of national and sectoral programmes of action.

91. The report provides detailed information on the status of preparation of NPAs, as well as on their characteristics and contents. Many have an overall strategy, such as a "first call for children" or an emphasis on the broader economic environment, in addition to sectoral strategies for health, nutrition, water supply and sanitation, education and legal and policy reforms. Some, but not all, are incomplete or weak in the area of estimating the costs of achieving the goals they establish. In some countries, the preparation of an NPA has resulted in increased social sector spending.

92. While a substantial part of the cost of meeting the goals for children in developing countries will have to be met by the countries themselves, some additional support from the international community will be necessary. This can be provided in two ways: a more favourable policy environment, with opportunities for developing countries for growth and development; and the provision of more resources specifically for programmes to achieve the goals for children.

93. Other major post-Summit developments discussed in the report include the growing number of ratifications of the Convention on the Rights of the Child and progress in the areas of basic education and literacy, health, nutrition, water supply and sanitation, children in especially difficult circumstances, urban children and women and girl children.

94. The report also provides detailed regional perspectives of Summit follow-up activities for the Middle East and North Africa, Latin America and the Caribbean, Asia, sub-Saharan Africa and industrialized countries. Actions by the international community - both the United Nations system and NGOs - are also reviewed.

95. The report concludes with a list of the next steps that should be taken by countries to achieve the goals adopted by the Summit. Countries that have not taken any action or are lagging behind in the preparation of NPAS should be reminded of their commitment. NPAs that are in draft or outline form should be finalized. Weaker aspects of some NPAs, such as costing and monitoring, need to be strengthened. Countries with long- and medium-term development plans should integrate NPAs into their planning processes. The commitment by donor countries to re-examine their development assistance budgets is still to be demonstrated in the form of shifts of development assistance to human priorities. United Nations agencies and international financial institutions should also report their plans for Summit follow-up.

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VI. THE OPERATIONALIZATION OF UNICEF PRIORITY TO AFRICA (E/ICEF/1992/L.4)

96. UNICEF is prioritizing its actions in Africa because it is the only continent in the world today where the conditions for children have been declining and are expected to worsen in the 1990s. ("Africa" refers to the 44 countries in the UNICEF regions of West and Central, and Eastern and Southern Africa.) While overall infant and under-five mortality rates in Africa have been falling, they remain at high levels overall of 108 and 180 per 1,000 live births, respectively.

97. The underlying causes for those tragic figures can be summarized as underdevelopment manifested through poor health care, poor child care and the low status of women, all compounded by the economic setbacks of the 1980s. The continued low rates of child survival in Africa can be linked to population growth outstripping efforts to increase food accessibility and expand education, health and water supply and sanitation services. Survival in Africa has also been affected by the increase of new diseases such as AIDS. Malnutrition in Africa is caused by inadequate dietary intake and disease, precipitated by household food insecurity and inadequate health services, together with an unhealthy environment and inadequate care for children and women.

98. The situation of African women is hardly better than that of their children. It continues to be impeded by social attitudes and preferences that privilege boys and men and undervalue (and limit the investment in) girls and women. Women's health in Africa is poor, with over 75 per cent having anaemia. African women also have the second highest maternal mortality rate in the world, with an average of 626 per 100,000 live births, resulting in over 140,000 deaths every year.

99. The structural causes of the conditions facing children and women in Africa at the beginning of the 1990s are complex. The common thread is the economic decline which has affected most of Africa since the mid-1970s. Per capita income has fallen by an average of 25 per cent over the 1980s, with less than one quarter of the countries showing a positive per capita growth rate. At the household level, this decline in income has been reflected by a decline in the number of households able to secure their food supply, either by production or purchase. Declines in exports and direct foreign investment, stagnation of official development assistance and the misinvestment of available resources are among the factors that have affected nearly all African countries. In some countries, these human factors have been compounded by natural causes such as droughts, floods and pests. War and civil strife have also been major causes of the declining living standards of children and women in Africa.

100. Many African Governments have adopted policies of economic reform to promote growth. These policies, while in themselves not a cause of increasing poverty and declining living standards, resulted in sharp restrictions in the monetary supply as debts were repaid, fiscal discipline was imposed and

government expenditure was curtailed. These features of economic reform had a negative impact on the conditions of children and women, especially in countries unable to offer compensatory programmes.

101. An unprecedented conjuncture of internal and external political and economic forces in Africa at the end of the 1980s has stimulated rapid political and economic change in many countries simultaneously, making the early 1990s comparable only to the era of independence in terms of the potential for transforming people's lives. The political changes present great opportunities for African children and women to improve their lives in the 1990s. The challenge of the 1990s will be to address the needs of children and women at a time when no great expansion of the economic resource base is foreseen.

102. The report goes on to detail UNICEF efforts to award consistent priority to Africa in its activities, beginning at the corporate level (with Governments and through the United Nations system). However, the central part of the UNICEF response to the priority for Africa is through the country programme strategy. The programmatic thrust in Africa has evolved from a focus on basic services in response to basic needs, to a focus on child survival (and later protection) and development.

103. In the area of child survival, UNICEF has placed priority on the reduction of immunizable diseases and diarrhoea in Africa. The Bamako Initiative strategy has been successful in gradually involving the community in the management and financing of health services, thus sustaining health coverage. UNICEF water supply and sanitation activities in Africa have been adapted to address more closely hygiene education and the community maintenance of water systems. There have been new attempts to address the resurgence of malaria through UNICEF support for pilot research activities. The new nutrition strategy, based largely on experience in nutrition programmes in Africa, has been introduced, with malnutrition levels appearing to be reduced systematically in the target communities.

104. UNICEF support for programming for child development in Africa has been more limited, as the needs for the immediate survival of children and women were more pressing. The development of early childhood care and development has accelerated in Africa in recent years, and UNICEF has been a major advocate for the education of girls and women in Africa. The concept of child protection, a new one in Africa, has come to prominence owing to the growing phenomenon of street children in cities and of children traumatized by war and violence. UNICEF has assisted in the demobilization of child soldiers and in reuniting families separated by attacks. UNICEF has initiated a policy of "children as zones of peace", further elaborated as "corridors of peace" to reach children and women caught in conflict.

105. A key strategy by which UNICEF has been responding to the priority for Africa has been to strengthen UNICEF operational capacity on the continent. Since the 1982-1983 biennium, the number of country and area offices increased from 11 to 34. In the same period, the percentage of UNICEF posts in Africa

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increased from 21 to 36 per cent. Between 1980 and 1991, total UNICEF expenditure in Africa increased from $54.6 million to $210.5 million, or from 22 to 36 per cent of all UNICEF expenditure.

106. The priority that UNICEF has accorded to Africa has had positive results. The most telling of those is that the nearly 500,000 deaths from vaccine-preventable diseases that were averted in 1990 alone as a result of the drive for UCI. By 1990, UCI had been achieved in 17 African countries. Other results include the expansion of PHC; the strengthening of health and hygiene education; the start of the elimination of dracunculiasis; and the increased emphasis on programme sustainability, especially in health, water supply and nutrition. Despite these successes, overall gains for children have not been as great as in other regions because political and economic stability were widely lacking in Africa, negating the potential programme impacts and destabilizing families, communities and nations.

107. In discussing the UNICEF mission for Africa in the 1990s, the report states that the continent, as the most disadvantaged region in the world from the perspective of children and women, will remain the region of highest priority to UNICEF. Consideration of the needs of Africa, and the catalytic role UNICEF could play, will be paramount in the development of all new UNICEF policy and strategy initiatives in the 1990s. Major focuses will include support for the development of NPAs for achieving the goals for the decade; the country programme strategy; changing the role and status of women; external relations; and the ongoing strengthening of UNICEF operational capacity.

VII. ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF THE UNICEF POLICY ON WOMEN AND DEVELOPMENT, INCLUDING THE SITUATION OF THE GIRL CHILD (E/ICEF/1992/L.5)

108. The report reviews progress in selected key areas of women's status and development. The objective of formulating coherent national and sectoral policies for the advancement of women has yet to be achieved in many developing countries. UNICEF promotes such polices through advocacy, policy-oriented research and technical cooperation. In many countries, the low status of women is one of the major obstacles to their advancement, although significant changes have taken place in many countries in Africa, the Middle East and South Asia as a result of education, new, more favourable laws and demands for women's rights. The enactment of laws is a positive step, but to be effective, the laws must be enforced.

109. New opportunities appear to be opening up for women to increase their participation and decision-making in the democratization process now under way in many countries. UNICEF has used advocacy, as well as information gained from its substantive national situation analyses, to support women in this process. Governments have also supported or encouraged the participation of women through mass organizations and associations.

110. The participation of men in CSD activities, as well as in the advancement of women, has been recognized and emphasized by the UNICEF Executive Board, but much remains to be achieved in this area. Present efforts in UNICEF increasingly include men in gender-training programmes for key national officials and project managers as well as for UNICEF staff. In addition, UNICEF advocacy and social mobilization activities have reached many religious and community leaders, parliamentarians and high political officials in all regions. Many countries have stressed the need to intensify the mobilization and involvement of women, particularly in women's and children's health and education, family planning and safe motherhood.

111. The girl child is defined within the context of the Convention on the Rights of the Child as a girl from birth to 18 years of age. While gender-disaggregated research on children is in its infancy in most regions, the available data and anecdotal evidence indicate a complex set of challenges that have resulted from systematic and institutionalized discrimination, undervaluation and underinvestment in girl children.

112. The constitutions and laws of most countries affirm the equal rights and status of women and men from birth. As a result, it is often difficult to document incidences of inequality and disparity. Among the discriminatory cultural values, preference for sons is especially prevalent in Africa, the Middle East and North Africa and Asia, where it is perhaps at its strongest.

113. From early childhood, girl children in many cultures are socialized to be self-sacrificing persons destined for biological reproduction and service to others, especially to males in their families and communities. By contrast, the boy child is valued as the future primary economic provider for his family and aging parents. He is also expected to continue the family name, social power and religious traditions. As such, boys are given priority in the allocation of family resources.

114. Other challenges facing girl children that are discussed in the report are health and nutrition; early marriage, pregnancy and child-bearing; education and literacy; heavy workloads; and gender-specific difficult circumstances such as prostitution, the sale and bondage of young girls and girl domestic servants and victims of violence.

115. Significant progress in improving the situation of the girl child requires increased awareness, political will, commitment and concerted policy and programme actions at family, community, national, institutional and international levels. The UNICEF focus on the girl child represents a significant breakthrough in approaches to women and development. It views the issues of women's status, development and participation from their social and cultural roots within the family and community. It helps to identify the critical stages in their lives and development where preventative interventions can make a lasting difference. The girl child approach also introduces gender-sensitivity into human development from the earliest stage.

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116. In the past two years, UNICEF has intensified its advocacy and social mobilization efforts to help create a more favourable policy and social environment for the girl child in all regions. UNICEF has also brought the issue of the girl child to the attention of the United Nations Commission on the Status of Women. Participation in many forums has given UNICEF the opportunity to bring girl child issues to the attention of concerned groups, including donors, National Committees for UNICEF and NGOs. Women's organizations, religious (especially Muslim) leaders and national and international NGOs in all regions have joined Governments and UNICEF to sensitize the public and promote the girl child through seminars, workshops and media events.

117. Changing the social and legal status of the girl child will take considerable time in many countries, but the process cannot be delayed. The UNICEF experience shows that significant results can be achieved if advocacy, social mobilization and interventions are decentralized and focused on the family, household and community levels in integrated area-based programmes or strategies. Such approaches have the best chances of involving parents and social and religious leaders, as well as the potential for involving boys and men.

118. The report discusses specific government and UNICEF activity in the areas of health and nutrition (including HIV/AIDS and genital mutilation of girl children); early marriage, pregnancy and motherhood; education and literacy; workloads; and girls in especially difficult circumstances.

119. The report concludes by listing a series of measures for addressing the status and development of women, including (a) advocacy and social mobilization; (b) provision of information, education and training to women; (c) promotion of specific laws to ensure women's equitable rights in inheritance, marriage and divorce; (d) strengthening of women's income and employment opportunities; (e) capacity-building; (f) involvement of men and women in relevant training programmes; (g) awareness of possible gender disparity in the programmes developed; and (h) ensuring that the goals for children and human development in the 1990s respond to the needs of women in a synergistic manner.

120. Regarding the girl child, the major goals to be achieved include (a) massive national, regional and international advocacy and social mobilization; (b) empowerment of families with information and the economic and social means to give equal treatment and opportunities to all children; (c) promoting acceptance of 18 years as the minimum age of marriage for girls; (d) review of laws and development opportunities for children from a gender perspective; (e) development of innovative and experimental projects in selected countries to resolve key girl child issues; (f) promotion of exchange of experiences; (g) targeted mobilization of boys and men; and (h) monitoring the goals for children in the 1990s from a gender perspective to reduce disparities and ensure equity.

VIII. THE BAMAKO INITIATIVE: PROGRESS REPORT (E/ICEF/1992/L.6)

121. At present, some 4 million children under five years of age are dying in sub-Saharan Africa every year, mainly from malaria, diarrhoeal diseases and ARI, although measles is still a major cause of death. At the same time, over 100,000 women are dying from causes involving childbirth. Malnutrition, parasitic diseases and HIV/AIDS are seriously complicating this mortality pattern. For mortality reduction to be effective in the years before the end of the decade and the goals of the World Summit for Children to be tackled seriously, a massive concentration of work is required to attack the diseases affecting women and children in Africa. This necessarily means focusing on (a) the prevention and treatment of malaria, diarrhoeal diseases and ARI; (b) sustaining immunization coverage; (c) safe motherhood practices; and (d) the vigorous promotion of AIDS prevention actions.

122. For this African children's and women's health agenda, the summoning of improved technical know-how, the raising of public awareness and political mobilization are key strategies being pursued. Concrete action is not possible, however, without a basic health care delivery system, which is the weakest aspect of the African health situation. At present, almost half of the continent has no access to basic care.

123. In the absence of an effective public sector health care delivery system, people are forced to pay considerable out-of-pocket expenses to obtain care from alternative sources. Consistently, people are often paying for health care from their pockets far beyond what Governments contribute to health care delivery.

124. Revitalizing the public sector health care delivery system, based on strengthening district management while capturing some of the resources the people themselves are spending on health, remains the principal aim of the Bamako Initiative. The 36,000 health centres and posts in sub-Saharan Africa are its specific focus of attention for the foreseeable future, with an eventual doubling of this number anticipated in the latter part of the decade to increase access to those presently unreached by health care services.

125. Although democratization movements in Africa are having a great impact on the shifting of power and, in some instances, are accelerating policy changes, resistance to policy change is still common in many countries and represents the most significant constraint to the future of the Initiative and its eventual going-to-scale. The eight principles of the Initiative are still not being addressed uniformly in all cases with appropriate legislation. More adherence to the principles will need to be sought as action, no matter how positive, has not been able to produce the policy changes required for the long-term revival and sustainability of basis health systems. More donor dialogue and collaboration will also be important in order to help support policy development and change.

126. The Initiative aims specifically to rationalize consumer health spending in health in an era of declining income and continued economic stagnation in Africa. Governments are hard pressed to retain past spending levels, which is the basic principle of the Bamako Initiative. This has had a considerable impact on the situation of health workers, who are poorly paid or often unpaid for long periods of time. Communities in several countries are providing incentives to health workers to raise their motivation to tackle the increased workload caused by community involvement in the delivery of services. A certain decrease in UNICEF investment has been noted in some instances.

127. Consistently, women are members of the health committees that are at the centre of decision-making in the Bamako Initiative. Often, however, this is a token participation, and the extent to which women can actually play a major role in management and decision-making is unclear. Monitoring the composition of committees is one of the elements on which more focus will be put in the future.

128. By late 1991, 15 countries constituted the core group implementing the Bamako Initiative (Benin, Burundi, Cameroon, the Congo, Ghana, Guinea, Kenya, Mali, Mauritania, Nigeria, Rwanda, Senegal, Sierra Leone, Togo and Zambia). UNICEF support, in collaboration with other international donors, is centred on a population of around 20 million people in over 200 districts. Some donors and NGOs are covering additional districts in implementing the Initiative in many of these countries.

129. The report provides a short description of Bamako Initiative activities in each of the 15 core countries, as well as in other countries in sub-Saharan Africa (the Central African Republic, Guinea-Bissau, Sao Tome and Principe, the Côte d'Ivoire, the Gambia and the Sudan) and countries outside Africa (Nepal, Viet Nam, Myanmar, Cambodia, China, Honduras and Peru). Donor involvement is also reviewed.

130. An evaluation of the Initiative sponsored by the Overseas Development Administration (ODA) (United Kingdom) has been completed and is available for the 1992 Executive Board session (see E/ICEF/1992/L.20). Central to the exercise was the preparation of five case-studies on Burundi, Guinea, Kenya and Nigeria, where the Initiative is being implemented, and on Uganda, where a national health financing effort has been supported by UNICEF. The case-studies have enabled countries to assess and analyse key issues, leading to course corrections in the work being undertaken.

131. Future areas of concentration in need of support are the development of leadership, health information management, health education and communication, alternative financing mechanisms, community reinvestment and national systems for drug provision.

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IX. UNICEF HEALTH POLICIES AND STRATEGIES (E/ICEF/1992/L.7)

132. Sustainability of systems and programmes has been a principal and a concern of UNICEF and the Executive Board for several years. In decision 1991/11 (E/ICEF/1991/15), the Executive Board considered that an important goal of UNICEF should be to assist Governments to develop sustainable, integrated national health care systems that meet the priority needs of the people, including but not limited to the needs of children. The Board also requested the Executive Director to report to it in 1992 on the extent to which UNICEF programmes support and strengthen national integrated health care systems.

133. In the light of the Board request for a policy review, UNICEF used the opportunity to review its experiences in health sector programmes, especially the issues of sustainability, integration and national capacity-building in the context of national health care systems. The report reviews the conceptualization of sustainability, in addition to integration and national capacity-building for health programmes, based on UNICEF experience and with a view to strengthening further UNICEF programmes of cooperation through the incorporation of those elements.

134. The report discusses the deterioration in the 1980s of public health structures in many developing countries because of the effects of the global recession, debt servicing and structural adjustment programmes. In the face of the deterioration, various forms of external support were provided to affected Governments. The successful achievement of UCI led to the revitalization, strengthening and extension of health services in many countries.

135. By the end of the 1980s, two critical issues had emerged: how to sustain the health services that had been established and the achievements made during the decade; and how to revive and strengthen the public sector health care delivery system to meet a broader range of health needs. Three significant initiatives emerged in response: sector reforms initiated by the World Bank; the strengthening of district health systems; and the Bamako Initiative.

136. The three principal challenges to UNICEF in the 1990s are: (a) to help sustain the achievements of the 1980s, especially UCI and measures to reduce infant and child mortality; (b) to help improve and extend structures and systems that can ultimately sustain country achievements; and (c) to help build the capacity for priority activities initiated by countries to meet their goals and strategies for the 1990s. In order to meet those challenges, UNICEF will focus on sustaining UCI and on broadening it into "UCI Plus" (transforming UCI structures into PHC structures); the Bamako Initiative; programme integration; and national capacity-building.

137. After defining sustainability as the ability of a system to produce benefits valued sufficiently by users and other stakeholders (actors other than users with an interest in what the system does), the report reviews the five distinct yet interrelated aspects of sustainability: political; financial; managerial; technical; and cultural.

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138. Strategies for achieving sustainability identified in the report include sector development, the development of systems and structures with a purpose, national capacity-building and institutional strengthening, demand creation and integration at the operational level.

139. The UNICEF agenda for supporting sustainable health action for incorporation into country programmes of cooperation consists of the following six points:

(a) Advocacy for "health as investment", taking into account the prevailing forces that are concerned with health in a country;

(b) Decentralization of administrative structures and strengthening of community structures;

(c) Mobilization of resources, including cash;

(d) Establishing and strengthening systems that deliver specific outcomes;

(e) Streamlining processes that enable the introduction of delivery systems;

(f) Strengthening and supporting institutions ready to bring about these processes of change.

140. Within this framework, desirable system changes would include: (a) establishment of clearer standards for the effectiveness and coverage of health care services; (b) setting performance indicators for cost-effectiveness; (c) the introduction of financial controls; (d) greater responsiveness to the needs of health workers; (e) increased focus on personnel performance; (f) systems that deal with and support infrastructure maintenance; (g) sensitivity to users' needs and demands; and (h) the incorporation of community organization.

X. EDUCATION FOR DEVELOPMENT (E/ICEF/1992/L.8)

141. The report aims to establish a common foundation for the work of the National Committees for UNICEF in education for development and for other related areas of activity within UNICEF.

142. Education for development promotes the development in young people of values of global solidarity, peace, tolerance, social justice and environmental awareness, and equips them with the knowledge and skills that empower them to participate more effectively in promoting these values. It does so by providing a framework of global concepts applicable to a wide variety of themes and topics, and a learning process that proceeds from knowledge to action.

143. Education for development is in keeping with the direction UNICEF has taken, as dictated by the World Summit for Children, the World Conference on Education for All and the Convention on the Rights of the Child. The Convention is of particular relevance both in that it contains a strong rationale for education for development and in that education for development provides an educational framework for teaching about the Convention and relating it to young people's lives.

144. Education for development relates closely and can contribute to other activities within UNICEF through its concepts, content matter and the learning process it entails.

145. UNICEF has been involved in education for development (formerly called development education) since the 1960s through the National Committees for UNICEF. In recent years, it has evolved from being education about the problems of developing countries to a broader concept of education for global citizenship, changing its name to education for development. There is a need for a common theoretical foundation for all the UNICEF activities that come under this general description.

146. In industrialized countries, National Committees will take education for development through the 1990s, widening outreach to children and youth in their countries. This will be accomplished through publications, media, training workshops, working with teachers and other relevant practitioners, striving for greater recognition of education for development ideas in national curricula, and through undertaking joint projects and exchanges with each other and with UNICEF offices in developing countries.

147. Education for development should no longer be seen as an activity for young people in industrialized countries only. Already, many parallel UNICEF-sponsored projects exist in developing countries. These and other opportunities for "North-South" collaboration and for the general promotion of Education for Development ideas and approaches among educators in the developing countries should be exploited.

148. Over the coming years, education for development at UNICEF headquarters will focus on supporting the work of the National Committees and other relevant partners through the production of generic materials, the organization of technical workshops, the special promotion of joint projects involving National Committees working together with UNICEF field offices and, in general through the dissemination of relevant information, materials and experiences.

149. Contact with other United Nations agencies should be sought and strengthened. This is particularly important in the case of UNESCO, which, in its 1974 Recommendation Concerning Education for International Understanding, provided a blueprint for UNICEF Education for Development work. The special relationship between the two agencies, which was strengthened by the World Conference on Education for All, should extend to education for development.

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150. Collaboration with NGO partners is also vital for the future of education for development. They provide a widespread professional forum for the exchange of ideas and views and for the dissemination of new strategies.

151. It is important that education for development be pedagogically sound and have professional credibility within the education community. Therefore, contacts should be made and maintained with relevant institutions and individuals in the field of education for development so that information about recent developments and research is available.

XI. OVERALL PROGRESS IN THE IMPLEMENTATION OF EVALUATION ACTIVITIES IN UNICEF (E/ICEF/1992/L.9)

152. In its decision 1990/4 (E/ICEF/1990/13), the Executive Board requested the Executive Director to prepare a report on progress and results achieved in the implementation of the 1984 recommendations on evaluation activities in UNICEF (E/ICEF/1984/L.3) for the 1992 regular session of the Executive Board. The Board further requested the Executive Director to analyse the key lessons learned from evaluation reports over the two years prior to 1992, to report on the extent to which evaluation results are being utilized at the country level and at headquarters, and to report on measures adopted for improving the evaluation function within UNICEF. The Executive Board also requested information on the estimated annual costs of evaluation and a detailed organization-wide evaluation plan for the coming year, including a timetable, estimated costs and focus of evaluation. The report addresses those issues.

153. Since the 1984 report to the Board on evaluation in UNICEF, the number of evaluations undertaken has increased significantly, and the organization's capacity and structure for supporting the evaluation function within programme activities have been enhanced. While 287 evaluations were completed during the period 1980-1982, 788 evaluations were completed during the period 1988-1990. In order to assure objectivity, the evaluations have involved consultants, research groups and academic institutions from the country of programme implementation as well as from other countries.

154. The objectives of monitoring and evaluation, as set out in the "UNICEF guide for monitoring and evaluation" are:

(a) To improve the management of programmes, projects and supporting activities, and to ensure optimum use of funds and other resources;

(b) To learn from experience so as to improve the relevance, methods and outcomes of cooperative programmes;

(c) To strengthen the monitoring and evaluation capacities of cooperating government agencies, NGOs and local communities;

(d) To meet the requirements for reporting to donors in order to ensure that their resources are being used effectively, efficiently and for the agreed upon objectives;

(e) To provide information for enhancing policies, programmes and resources to improve the condition of children and women;

(f) To assist in the development and modification of policy.

155. The report discusses changes in evaluation structures, roles and responsibilities since 1984 in country offices, regional offices and headquarters. In 1987, the former Planning and Evaluation Section of the Programme Division became an independent unit known as the Evaluation Office, reporting directly to the Deputy Executive Director, Programmes. Also in 1987, a system of evaluation focal points was established to strengthen the management structure for this function.

156. The annual distribution of evaluations by sector has remained fairly stable, with health a major focus, followed by nutrition and water supply and sanitation. Certain sectors in which relatively few evaluations have been completed, such as emergency and rehabilitation, might benefit from increased attention, while other more heavily evaluated sectors might be experiencing a declining level of information return at current or increased levels of evaluation. These programmatic issues require closer examination in order to establish where important information gaps lie and what areas of knowledge could be most usefully enhanced, given the limited resources available to UNICEF.

157. The report reviews improvements in the methodology and use of evaluation in UNICEF, including community-based epidemiological research, monitoring and evaluation; cost analysis; immunization coverage surveys; mortality measurement; rapid assessment procedures; and the involvement of programme managers in evaluation.

158. Measures taken to strengthen evaluation in support of programmes include the use of the programme information database and improved training. Also discussed is the structured use of evaluation in the country programme cycle, including sharing of evaluation results within UNICEF. The report provides specific country examples of the role and consequences of evaluation, focusing on country programme preparation, the mid-term review and the programme and project approaches.

159. The report discusses lessons learned for the planning and programming process: clearly defined roles and responsibilities for the various agencies involved in a project are essential; better analysis of needs in specific locales should be made before priorities for programming are set; microlevel planning should be included; and activities should be related to objectives. The need for improved evaluation sections in plans of operations was also highlighted. There is a lack of understanding of the role that monitoring plays in the identification of evaluations that should be included in the evaluation plan, and greater efforts should be made to obtain more cooperation and participation from local authorities.

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160. Serious weaknesses in setting objectives were noted in various evaluation reports. They include: inadequate technical and training support in setting objectives for newly-recruited project staff; the need for well-defined, focused and realistic objectives that are commonly understood by all participants, including the community affected; and the inherent difficulty in establishing objectives in some fields (e.g., children in especially difficult circumstances).

161. The report goes on to examine the following sectoral reviews: emergencies; health; area-based programmes; and water supply and environmental sanitation. It also discusses cross-cutting strategy reviews of the Bamako Initiative, community participation, nutrition, operational and applied research, sustainability and women in development.

162. In order to meet the challenges of the goal-oriented approach to programmes in the 1990s, there must be a distribution of evaluation efforts across all sectors that is representative of the shift of UNICEF support to seven major goal-related programme areas.

163. The challenge of the 1990s requires that UNICEF place greater emphasis on evaluation activities that are better planned and more rational. This implies going beyond increasing the numbers, quality and use of evaluation at the individual projects level, to managing the evaluation process itself more systematically and effectively.

164. The report concludes with a recommendation by the Executive Director that the Executive Board adopt a series of recommendations, including that (a) evaluation at the country programme level should increasingly address programme-level activities and urban and rural area-based services programmes; (b) UNICEF should complete the development of an enhanced evaluation database; and (c) a three- or four-year thematic rolling evaluation plan should be established as the basis for guiding the assessment of the principal programme areas, strategies and critical factors relevant to UNICEF collaboration.

XII. REORGANIZATION AND CONSOLIDATION OF GLOBAL FUNDS (E/ICEF/1992/L.10)

165. At its 1991 regular session, the Executive Board adopted two decisions (decisions 1991/17 and 1991/30 (E/ICEF/1991/15)) regarding global and interregional programmes and other special-purpose funds, requesting *inter alia*, proposals for merger or consolidation of funds with similar objectives or characteristics; a comprehensive overview of UNICEF requirements and activities to be funded by these funds; specific criteria for the establishment of posts from these funds; and criteria for the establishment of new global, interregional or special-purpose funds.

166. The administrative and budgetary aspects of the funds have been examined by a Reference Group consisting of nine Executive Board delegates and are reflected in the Executive Director's recommendations in the report on "The

structure and format of budget documents: proposed format for global funds programme budgets" (E/ICEF/1992/AB/L.1). The present report focuses on the reorganization and consolidation of global funds and transitional arrangements until the end of 1993, when the funds will be in the same cycle as the administrative and programme support budget for the 1994-1995 biennium.

167. The term "global funds" includes global programme support funds, global programme reserves and interregional and regional programmes. There are currently 17 global funds:

(a) Programme support funds: (i) Interregional Fund for Programme Preparation, Promotion and Evaluation (IFPPE); and (ii) regional support for programme preparation, promotion and evaluation (regional IFPPE);

(b) Programme reserves: (i) ERF; (ii) Mortality Reduction Reserve (MRR); (iii) Bamako Initiative; and (iv) Basic Education Reserve;

(c) Interregional programmes: (i) essential drugs; (ii) food and nutrition surveillance; (iii) child monitoring; (iv) *dracunculiasis* eradication; (v) AIDS; (vi) nutrition; (vii) global communication; (viii) environment; (ix) Children's Vaccine Initiative; (x) iodine deficiency disorders (IDD); and (xi) children in especially difficult circumstances.

168. After describing the evolution and history of UNICEF global funds, the report states that the major challenge for the 1990s is to adapt global goals to national circumstances and to support the implementation of those goals in each country. Therefore, in the light of evolving needs, the Executive Director proposes that all global funds should be reorganized and consolidated as follows: (a) IFPPE; (b) regional funds; (c) Emergency Programme Fund (EPF); and (d) Programme Fund for the 1990s Goals (PF90s).

169. The global funds will have the following general objectives:

(a) To provide technical and material support to countries for the introduction and acceleration of actions in priority areas of UNICEF programmes in the middle of a normal five-year programme cycle, and to build capacities for sustainable programmes;

(b) To provide technical and material support from headquarters and regional offices to countries in the areas of programme development, implementation and evaluation;

(c) To promote awareness of children's needs and problems at regional and international levels; to articulate goals, priorities, policies and strategies for meeting children's needs; and to help mobilize support and resources for programmes for children and women;

(d) To support inter-institutional cooperation and collaboration, including networking and experience exchanges, at international, regional and intercountry levels.

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170. While the scope and function of IFPPE and EPF will remain essentially unchanged, the regional funds will consolidate all programmes managed at the regional level, including regional funds for programme preparation, promotion and evaluation. They will be consolidated for each region as well as for all six regional proposals when submitted to the Executive Board for approval or reporting.

171. PF90s will consolidate all the programme reserves and interregional programmes into one fund, with the following sectors:

(a) Health (incorporating activities previously covered by MPR and interregional programmes for the Bamako Initiative, essential drugs, AIDS, dracunculiasis eradication and the Children's Vaccine Initiative, but now also including healthy lifestyles for youth);

(b) Nutrition (incorporating programmes for IDD and food and nutrition surveillance, but now also including activities on other micronutrients and the reduction of severe and moderate malnutrition);

(c) Water supply and sanitation (new);

(d) Education;

(e) Children in especially difficult circumstances;

(f) Women (new);

(g) Child monitoring;

(h) Environment;

(i) Global communications support.

172. The above nine sectors in PF90s will have separate sub-allocations that will be transferable to other subsectors or sectors, within established rules.

173. The significant features of the new operational arrangements are as follows:

(a) All four global funds will be presented to the Executive Board in a single document;

(b) They will be submitted biennially in line with the administrative and programme support budget cycle, starting with the 1994-1995 biennium. The first consolidated submission will be submitted to the 1993 Executive Board;

(c) The budget breakdowns will be provided, as outlined in document E/ICEF/1992/AB/L.1;

(d) The need for the establishment of staff posts will be mentioned in programme budgets, but scrutinized through the usual established channels (the Budget Planning and Review Committee and the Advisory Committee on Administrative and Budgetary Questions);

(e) The reports on the use of global funds will be submitted biannually to the Executive Board, including expenditures against the budget originally approved while explaining the reasons for the variance;

(f) Global funds will be managed through a high-level committee of senior UNICEF staff similar to the current Child Survival and Development Committee.

XIII. UNICEF PROGRAMME APPROACH TO THE PREVENTION OF THE HUMAN IMMUNODEFICIENCY VIRUS/ACQUIRED IMMUNE DEFICIENCY SYNDROME (E/ICEF/1992/L.11)

174. UNICEF and its programme partners face the enormous challenge of both curbing the further spread of HIV, which causes AIDS, and meeting, as far as possible, the care and social service needs of individuals and families affected by AIDS.

175. The WHO Global Programme on AIDS now estimates that by the year 2000, 30 million to 40 million adults and children will have been infected with HIV, and over 1 million AIDS cases and deaths will occur annually. However, the pandemic cam be contained. Considerable knowledge has been acquired in the last decade on both HIV and AIDS, as well as on social mobilization for preventive health practices. What remains is to adapt and operationalize this experience so that it can be applied on a global basis to contain the AIDS pandemic.

176. The report responds to Executive Board decision 1991/19 (E/ICEF/1991/15), which requested that the Executive Director report at the 1992 session on developments in the strategy and implementation of programmes to combat AIDS that had occurred since the 1989 progress report to the Board (E/ICEF/1989/L.7).

177. After presenting a brief historical perspective of the AIDS pandemic, the report reviews UNICEF-supported activities for the period 1989-1991. These included the interregional programme, which was established in 1990 and has supported a wide range of education, advocacy and policy efforts on AIDS, as well as research and the development of community-based risk assessment and prevention methodologies that could be used by UNICEF field offices and others. Other activities included school-based programmes; projects for out-of-school youth and street children; the training of health workers; community activities; the development of strategies for AIDS orphans; and social services support for women and families.

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178. Obstacles to be overcome in the 1990s are also discussed, including the need to change sexual behaviour patterns, the status of women and youth, the social stigma of HIV/AIDS, issues of reproductive health and sexually transmitted diseases (STDs), cultural adaptation and the need for both long-term planning and short-term interventions.

179. The WHO Global Programme on AIDS remains the closest partner of UNICEF in the field of AIDS prevention. At the country level, UNICEF will work closely with visiting WHO Global Programme teams and increase participation in AIDS programming, reprogramming and evaluation exercises at national and subnational levels. New links with UNDP and other agencies are being forged as attention to the area of the socio-economic impact of AIDS intensifies. UNICEF also collaborates with other United Nations agencies both on an individual basis and through such mechanisms as the Inter-Agency Advisory Group on AIDS, the United Nations Standing Committee on AIDS and the United Nations Steering Committee on AIDS.

180. The UNICEF programme approach focuses on activities which, as a consequence of either experience, mandate or comparative advantage, UNICEF is in a position to undertake. That comparative advantage includes: (a) significant expertise in the area of communications and social mobilization; (b) long-term relationships with relevant government ministries and non-governmental agencies; (c) valuable experience gained through programmes on women in development, children in especially difficult circumstances and families affected by emergencies and disasters; and (d) established UNICEF offices in all AIDS-affected countries in the developing world.

181. AIDS will likely remain a major public health problem, particularly in the developing world, for decades to come. UNICEF programmes of cooperation in virtually every country will need to reorient activities during this decade to incorporate effectively measures for HIV prevention and community-based care and family support. Programmes must anticipate and take the necessary steps to reduce the impact of HIV/AIDS on the goals for women and children established by the World Summit for Children.

182. The UNICEF programme approach to HIV/AIDS prevention is based on the following: field experience accumulated since the mid-1980s; existing collaborations with the WHO Global Programme, bilateral agencies and national organizations working in AIDS-related activities; and the deliberations of two UNICEF-sponsored global strategy meetings held in 1990 and 1991 involving UNICEF staff and WHO Global Programme and other technical experts from both developing and industrialized countries.

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183. The UNICEF programme approach is based on two major premises:

(a) The long-term impact of AIDS on the common goals for maternal and child health (MCH) for the year 2000 can best be addressed by expanding actions with other partners to support strategies that strengthen community-financed and community-managed public health and social service systems to emphasize the reproductive health of women and youth and to improve their access to services and information;

(b) The long-term impact of AIDS can be substantially reduced with a rapid acceleration of HIV prevention information, education and communication activities, which build on existing knowledge and experience, provided adequate international resources, both technical and financial, can be mobilized.

184. UNICEF HIV prevention activities will include informing, mobilizing and protecting youth through advocacy and analysis, in addition to programmes for in-school youth, youth organizations and difficult-to-reach youth and the development of relevant measurable goals for youth. Another aspect will be risk reduction and the promotion of reproductive health care through primary prevention and the diagnosis and treatment of STDs. Action to promote sustainability, including the strengthening of community organizations and the integration of programme interventions, will include strategies for the care and development of AIDS orphans, work with local NGOs, revitalization of PHC systems and work with school systems. Also discussed in the report are programme acceleration and moving to scale.

185. The report concludes with a recommendation by the Executive Director that UNICEF expand and intensify its support to HIV/AIDS prevention activities, working in close collaboration with Governments, WHO, bilateral agencies, NGOs and other partners.

XIV. CONTROLLING ACUTE RESPIRATORY INFECTIONS: STRATEGIES FOR THE 1990s (E/ICEF/1992/L.12)

186. In 1990, WHO estimated ARI as the largest single cause of mortality among young children. This is attributable in part to the progress made in reducing deaths from other causes such as immunizable diseases and diarrhoeal dehydration. It is also due to the lack of effective ARI control efforts throughout much of the developing world.

187. UNICEF is committed to achieving substantial reductions in ARI-related deaths during the next decade. Action will be taken on the following three levels: (a) efforts will be made to reduce ARI deaths directly through the promotion of correct case management and indirectly through immunization; (b) increased attention to other health interventions and to improve children's nutritional status will also help to reduce the incidence and severity of pneumonia; and (c) preventive measures will be pursued that address risk factors both in individual children (e.g., low birth weight, vitamin A deficiencies, bottle feeding) and in the environment (e.g., indoor

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air pollution, passive smoke, overcrowding and chills caused by a lack of heat or clothing).

188. During the past two years, close cooperation has continued with WHO. Joint meetings have been held to achieve consensus on basic control strategies, to develop evaluation indicators and to specify key elements of home management. UNICEF field offices are encouraging adaptation of WHO treatment guidelines and training materials at the country level and are supporting research and monitoring activities in conjunction with WHO. In most countries, UNICEF and WHO are coordinating their support for national ARI control programmes to ensure consistency of advice and to avoid duplication of effort.

189. During the past two years, UNICEF involvement in national ARI control efforts has expanded significantly, both confirming early impressions and deepening appreciation of the factors that contribute to success in this area. The report highlights recent experience in the areas of case management, the role of effective national leadership, phasing of ARI control programmes, the logistical requirements of those programmes, communications, training of health personnel, household management of ARI, operational research, prevention of pneumonia and similarities with CDD efforts.

190. UNICEF involvement in ARI control activities has the following main objectives: (a) to reduce mortality caused by pneumonia in children under five years of age; (b) to reduce the inappropriate use of antimicrobial and other drugs, mainly cough and cold medicines, for the treatment of ARI in children; and (c) to reduce the incidence of acute lower respiratory infections, particularly pneumonia.

191. To achieve those objectives, UNICEF will promote three main ARI control strategies in the 1990s: (a) standard case management; (b) immunization; and (c) the reduction of risk factors for pneumonia.

192. In developing those strategies, UNICEF will continue to encourage national ARI programmes to give priority to training health personnel in standard case management; improving home care for ARI, emphasizing the role of caretakers in recognizing signs of illness, seeking appropriate care and complying with treatment instructions; increasing the involvement of community health workers (CHWs); and identifying and responding to the major risk factors for ARI among young children. The drug supply system, especially at district and peripheral levels, will receive special attention, with a view to establishing affordable and sustainable systems based on the Bamako Initiative.

193. The report includes a recommendation by the Executive Director that the Executive Board endorse the following actions and that progress made be reported annually in the report of the Executive Director: (a) support to ARI control programmes at the national level; (b) build on existing structures; (c) establishment of clear national policies and plans of action; (d) sustainability of ARI control programmes; (e) involvement of CHWs in the diagnosis and treatment of pneumonia; and (f) full involvement of mothers and communities.

XV. REPORT ON COLLABORATIVE PROGRAMMING ACTIVITIES OF UNICEF AND UNFPA (E/ICEF/1992/L.13)

194. The report, which was prepared in response to requests by both the UNDP Governing Council (decision 90/35 A) and the UNICEF Executive Board (E/ICEF/1990/17, decision 1990/36), has been prepared jointly by UNICEF and UNFPA. The joint effort required to prepare the report, in and of itself, further strengthened the links between UNICEF and UNFPA and suggested several additional measures that the two organizations can implement to further improve collaboration. The report should therefore be viewed as part of the process to facilitate and accelerate collaboration and to ensure that it becomes an integral part of the activities of each organization.

195. It is understood throughout the report, in discussing UNICEF and UNFPA collaboration in the area of health, that such collaboration takes place in the context of the policy and technical framework established by the governing bodies of WHO. The technical content, norms, standards and strategies of activities to develop health programmes both with respect to MCH and family planning in particular, and to PHC in general, are those established by WHO and its governing bodies.

196. Within the United Nations system, Member States have defined the role of WHO as the directing and coordinating authority on international health work, and in the field of health, WHO is required to provide technical cooperation. UNICEF has been identified as the lead agency dealing with all matters related to children and their needs. The responsibilities of UNFPA have been defined in terms of building capacity to respond to needs at all levels in the population and family planning fields, of promoting awareness of population problems, of providing assistance to developing countries at their request and of playing a leading role in the United Nations system in promoting and coordinating population programmes.

197. UNICEF and UNFPA share a similar institutional structure - a focus on country-level activities administered through a network of country offices, with a support role for headquarters. Although other partners such as WHO and the World Bank do not have similar structures, it may be that by "teaming up", UNICEF and UNFPA can more easily coordinate activities with other partners. While UNFPA does not have the same level of subnational offices as UNICEF, the greater UNICEF presence at subnational levels could open new channels for UNFPA assistance. It is the intention of both Executive Directors to establish special mechanisms to achieve this.

198. Each organization has programming processes that are adapted (or are being adapted) to its particular needs and strengths. These processes are growing increasingly similar, and this should help to promote collaboration. However, to ensure such collaboration, both Executive Directors intend to issue guidelines that will emphasize the need for greater cross-participation in each other's programming processes. This cross-participation should begin at the earliest possible stage and explore common elements of situation analyses and programming, common areas of support to government projects,

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cross-participation in programme reviews and mid-term reviews, and common efforts in evaluation.

199. The report goes on to review collaboration in specific substantive areas, including MCH and family planning; information, education and communication; women in development; and other areas such as programmes for adolescents and support for relevant government studies. There is considerable potential for expanding and systematizing these efforts, however. To be successful, coordination must be country-specific and responsive to the specific needs in each case. The goal is to ensure that strategies pursued are in harmony with each other and that mutually supportive messages and interventions be promoted. The most opportune time for this is at the planning stage of a new country cycle.

200. The report also discusses headquarters-level collaboration between the two agencies, as well as collaboration that takes place in a wider context and involves multilateral, bilateral and non-governmental organizations.

201. Further actions identified in the report will focus on the sequencing of measures to promote collaboration; NPAs; use of the programming process to support collaboration; regular consultations during the respective programming processes; collaboration at the field-office level; MCH/family planning; education; efforts to improve the status of women; and social mobilization and information, education and communication activities. These measures will be implemented through policy directives to field and headquarters staff and through increased training.

XVI. UNICEF ACTIVITIES IN CENTRAL AND EASTERN EUROPE, THE COMMONWEALTH OF INDEPENDENT STATES AND THE BALTIC STATES (E/ICEF/1992/L.14)

202. Executive Board decision 1990/5 (E/ICEF/1990/13) and decision 1991/20 (E/ICEF/1991/15) requested UNICEF to undertake the following activities with regard to Central and Eastern Europe:

(a) To report on the impact on children of the changing situation in Central and Eastern Europe;

(b) To provide technical support to rethink policies for child survival, development and protection in the context of the new situation in Central and Eastern Europe;

(c) To respond on an exceptional basis to specific requests for support within normal UNICEF practices.

203. The Board authorized a level of $1 million per year from the administrative and programme support budget for the period 1990-1992 to be spent in support of data collection on the situation of children and women, analytical studies, technical workshops, information materials and other

related activities, including staff costs. The Board further requested UNICEF to consult closely with other United Nations organizations active in Central and Eastern Europe so as to avoid unnecessary duplication.

204. UNICEF assistance to the countries of Central and Eastern Europe and the former Soviet Union has been provided within the framework of this mandate. Despite the rapidly evolving situation in this region during the past two years, and the significant economic and political transformations that have taken place, this Board policy has enabled UNICEF to respond to a situation of growing and changing need, albeit on a modest scale.

205. Within this policy, during the past two years, UNICEF has provided emergency support on an exceptional basis to Albania, Yugoslavia and the former Soviet Union, including Chernobyl. In addition, missions have been carried out to six countries of Central and Eastern Europe (Albania, Bulgaria, Czechoslovakia, Hungary, Poland and Romania), the three Baltic States (Estonia, Latvia and Lithuania) and all 11 States comprising the Commonwealth of Independent States (Armenia, Azerbaijan, Belarus, Kazakhstan, Kyrgyzstan, Moldova, the Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan) in order to obtain a preliminary overview of the situation of children, and in some countries, to initiate data collection and analytical studies.

206. In a discussion of the needs of children and women, the report identifies common problems facing these countries, despite historical, national and cultural differences. These problems include growing unemployment (especially among women), reduction in preschool education and child care, the sharp reduction in household food supplies due to inflationary prices, reductions of child/family allowances and increasing homelessness. The sudden and drastic decline in household income, social transfers and, in some cases, social expenditures on health, education and child care are making the transition to more market-oriented economies serious and painful for many children.

207. In the Commonwealth of Independent States and the Baltic States, economic transition is, to an even greater extent, accompanied by growing economic and social disruption. The UNICEF/WHO collaborative missions to those countries recommended that the international donor community provide $418 million for support for health in 1992 and 1993. Of this, $100 million of urgent support is needed immediately, and $318 million would provide priority support in 1992 and 1993. These are estimates of total requirements for international support for meeting health and urgent human needs. They are not estimates of support needed from UNICEF, WHO or from the other agencies that provided staff for the missions, although those agencies might provide part of the total requirements if funding is made available. About two thirds of the support is needed for vaccines and essential drugs and the remainder for technical cooperation and support for nutrition, the promotion of breast-feeding, family planning, environment and low-cost water supply and sanitation activities. The provision of the recommended $418 million of assistance would be the most cost-effective way of rehabilitating the existing health system and assisting

in its restructuring in the context of a market-oriented economy. It would be infinitely more expensive to rebuild the system if it were to collapse.

208. The report goes on to review UNICEF emergency responses in Romania, Albania, Yugoslavia and the Commonwealth of Independent States, as well as inter-agency collaboration and collaboration with NGOs. UNICEF emergency support to the countries of Central and Eastern Europe and the Commonwealth of Independent States totalled $3.3 million for 1990-1991. Over the same period, expenditures totalled just under $1 million for analytical work, advocacy and support staff. Expenditures in 1992 in all categories are expected to increase somewhat and, including supplementary contributions, to reach an estimated $4 million to $5 million. This would be significantly under 1 per cent of UNICEF total annual programme expenditure.

209. Given the primary responsibility of UNICEF to address the needs of children in developing countries, the response to the transitional needs of children in Central and Eastern Europe and the Commonwealth of Independent States will, of necessity, be limited. Nevertheless, the conditions of children and their families are clearly under threat in all of these countries, and a significant opportunity exists for UNICEF to implement low-cost strategic actions for improving their health and well-being.

210. The critical issues for the future of UNICEF action in Central and Eastern Europe and the Commonwealth of Independent States relate to the focus and scale of the response. There are two areas of action in which major options exist for a change of focus and scale: support for advocacy and policy studies; and support for programme actions, including the provision of supplies.

211. Regarding support for advocacy and policy studies, the report presents two options: (a) maintaining the present scope and scale of support; and (b) expanding the focus and scale of advocacy and policy studies. The Executive Director recommends the first option, which would entail a doubling of the general resources provision to $2 million per year for 1993 and 1994 and an additional $1 million for 1992 over and above the $1 million allocated in 1990 for support and advocacy and social policy development. The allocation could be provided from programme funds under a regional programme covering Central and Eastern European and the Commonwealth of Independent States countries.

212. Regarding support for programme action, the report presents two options: (a) providing support from general resources; and (b) providing support from supplementary funds. At present, the Executive Director recommends the second option for the countries of Central and Eastern Europe and the Commonwealth of Independent States that would normally qualify as recipient countries. Thus, support would be provided from supplementary funds using present UNICEF programme priorities and the findings of recent missions as guidelines for focus, broad content and level. Programming would be the responsibility of a small group based in one of the Commonwealth of Independent States countries of Central Asia or Kazakhstan, Geneva and New York. The budgetary implications are as follows: approximately $6 million in supplementary funds

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plus supporting staff, and two international project posts, three national Professional project posts and two General Service project posts based in a common United Nations office in one of the Commonwealth of Independent States countries.

213. The report also contains recommendations concerning the provision of a limited UNICEF response to countries which, because of their level of development, would not normally qualify for UNICEF assistance. The three options presented are: (a) provide support on an exceptional basis; (b) expanded material support; and (c) programme assistance related to the achievement of the goals of the World Summit for Children. The Executive Director recommends the first option, which would entail a minimum of $5 million per year from supplementary funds.

214. If those recommendations are accepted in principle, the following five specific decisions would be needed to put them into effect.

Decision 1

215. In all Central and Eastern European and Commonwealth of Independent States countries, the Executive Director should be authorized to continue a programme of support consisting of advocacy, policy support and analytical work. The support would be provided through technical analyses and information exchanges, where possible in collaboration with United Nations and other agencies. An amount of $2 million per year from general resources should be provided from programme funds under a regional allocation instead of the current arrangement, under which $1 million is provided from the administrative budget. Therefore, the Executive Director recommends that the Executive Board approve for the period 1992-1994 an amount of $5 million ($1 million additional for 1992 and $2 million per year for 1993 and 1994) from general resources for advocacy and policy work in all Central and Eastern European and Commonwealth of Independent States countries.

Decision 2

216. In the context of support to Central and Eastern European and Commonwealth of Independent States countries, the Executive Director should be authorized to increase the existing level of administrative support through the addition to the UNICEF office at Geneva of two international Professional and two General Service project posts, funded from general resources. The posts will be used to ensure appropriate monitoring, administration and coordination of UNICEF activities in those countries. With regard to field locations, positions would be project posts funded from supplementary funds.

Decision 3

217. The Executive Director should be authorized to provide, on an exceptional basis and in response to specific requests, programme support for children and women in vulnerable situations, using supplementary funding provided from special contributions using normal UNICEF procedures. UNICEF would accept such contributions on the understanding that donors would not reduce their

ongoing contributions to UNICEF for work in developing countries. In addition, the Executive Director should be authorized to encourage other organizations and agencies to respond to the urgent needs of children in Central and Eastern European and Commonwealth of Independent States countries. To avoid a diversion of resources, UNICEF should advocate particularly the redeployment of resources previously committed to military purposes. In order to facilitate the operations of other agencies, UNICEF procurement services may be used for the provision of essential drugs and other urgently needed supplies.

Decision 4

218. In each of the Central and Eastern European countries that meets UNICEF criteria for support, the Executive Director should be authorized to establish a programme financed by supplementary funds. Typically, these programmes would be of three years' duration, based on the normal minimum annual planning level of $750,000. Such programmes would be based to be prepared and presented to the Executive Board. Pending examination of these recommendations, and taking into account the acute and continuing needs identified by the UNICEF/WHO collaborative missions, emergency funds may be deployed to respond to short-term critical needs as they arise.

Decision 5

219. In the countries of Central and Eastern Europe and the Commonwealth of Independent States that would normally not be eligible for UNICEF programme cooperation, the Executive Director should be authorized, on an exceptional basis, to provide limited assistance to meet the most urgent needs of women and children through funds that might be made available in response to a special emergency appeal, in line with normal UNICEF practice. The Executive Director should also be authorized to make available the services of the UNICEF warehouse at Copenhagen for reimbursable procurement of essential supplies and equipment to meet the urgent needs of women and children during the difficult transition period of the next two to three years.

XVII. EXPERIENCE TO DATE OF IMPLEMENTING THE BAMAKO INITIATIVE: A REVIEW AND FIVE COUNTRY CASE-STUDIES (EXECUTIVE SUMMARY) (E/ICEF/1992/L.20)

220. The report contains the executive summary of the evaluation of the Bamako Initiative which was sponsored by the Overseas Development Administration (ODA) (United Kingdom), the Danish International Development Agency, the Norwegian Agency for International Development and the Swedish International Development Authority. The evaluation, originally proposed by the United Kingdom at the 1990 session of the Executive Board, was carried out by the London School of Hygiene and Tropical Medicine. The School's Health Economies and Financing Programme, which conducted the evaluation, found that because it was too early for a formal evaluation of the Bamako Initiative, it would be better to conduct a review of the Initiative based on case-studies of five countries (Burundi, Guinea, Kenya, Nigeria and Uganda).

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221. In addition to specific recommendations for each country, the review made 16 recommendations highlighting areas requiring improvement, including quality, affordability, pricing structures and payment mechanisms, cost recovery and the role of communities in the Initiative. The review also made two general recommendations concerning the need for support for the Initiative as an appropriate path towards the development of PHC.

222. The complete review in English is available, upon request, from the UNICEF secretariat for study and reference.

223. The review made the following general recommendations:

(a) The strategy of "revitalizing health services" as defined by the "features" of community financing, community participation and national orientations; "aims" of improving quality and extending access; and "strategic elements" of management and accountability, together with the eight guiding principles of the Bamako Initiative, should be supported as an appropriate path towards the development of PHC. Piecemeal and unbalanced approaches that omit some of these elements are inadequate;

(b) UNICEF and other agencies should continue to support countries to implement the Bamako Initiative and the need for substantial investment in this process should be recognized.

224. Concerning quality, the review recommended that:

(a) Continued attention needs to be directed at ways of improving the quality of services delivered at the peripheral level;

(b) The strengthening of management capacity at peripheral level should be considered a priority to ensure adequate district and health facility monitoring and supervision with the objective of increasing the quality of Bamako Initiative activities;

(c) In some countries, the systems of monitoring and supervision used in Guinea may provide suitable models;

(d) Consideration of how to finance monitoring and supervision structures which extend to the most peripheral levels are appropriately a concern of the Bamako Initiative.

225. Regarding affordability, the review recommended that:

(a) More research is needed to identify which groups remain without access to health services and how this problem can best be addressed. Options may include ways of operating exemption policies and sliding scales so that they are targeted effectively, and interventions focused on strengthening traditional support mechanisms;

(b) Issues of affordability and access should continue to be stressed in Bamako Initiative documentation and in programme design.

226. In the area of pricing structures and payment mechanisms, the review recommended that:

(a) Bamako Initiative programmes should continue to emphasize the retention of revenues raised through community financing within health services and at local levels. Improvements in even relative affordability cannot be achieved without this feature;

(b) The Bamako Initiative should be integrated into a comprehensive health financing policy which also addresses problems of affordability at secondary and higher levels of the referral system;

(c) Concern for revenue generation should be balanced by concern that pricing and payment mechanisms should not encourage excessive drug use or other undesirable practices.

227. Regarding cost recovery, the review recommended that establishment of national drug policies aimed at ensuring the supply of essential drugs at minimum prices is essential if sustainability is to be achieved.

228. Concerning the role of communities in the Initiative, the review recommended that:

(a) More research is needed into ways in which communities can participate most effectively to achieve the objectives of the Bamako Initiative in each country;

(b) The objectives of community participation in the Bamako Initiative need to be clarified at the international level and specified within countries. This should include the design of clear guidelines as to what is expected of communities;

(c) Linkages between the community's committees and the rest of the health system need to be clear and supportive;

(d) National policy makers should emphasize the need for the involvement of women in community committees and identify ways to encourage this.

229. Annexed to the review is an information note by the Executive Director in which he welcomes and endorses the recommendations made in the evaluation. He adds that the country-specific recommendations will be reviewed with national authorities and UNICEF will encourage other partners to join in that endeavour. The Bamako initiative would benefit from financing, technical support and the sustained interest of its international and bilateral partners.

XVIII. RECOVERY OF COSTS FOR PRORATED PROJECT POSTS AND INCREMENTAL FIELD OVERHEADS ON SUPPLEMENTARY-FUNDED PROGRAMMES (E/ICEF/1992/AB/L.8)

230. At its 1987 session, the Executive Board reviewed the methodology developed by the secretariat to apportion general operating costs to supplementary-funded projects (E/ICEF/1987/AB/L.1, paras. 32-37) and approved a 6 per cent recovery rate to be charged to all supplementary-funded projects, excluding those funded by National Committees for UNICEF and NGOs and those funded for emergencies (E/ICEF/1987/11, decision 1987/12). Host countries were also exempted from payment of recovery charges on the funding of their own programmes. The Board also resolved at the time that this 6 per cent rate should not be changed without its prior approval.

231. The report summarizes experience to date in the application of the 6 per cent recovery rate, and in particular, as requested in decision 1991/29 (E/ICEF/1991/15), its adequacy in relation to administrative, personnel and operating costs.

232. After reviewing in detail the current recovery policy for UNICEF supplementary-funded programmes and the criteria for cost recovery, the report draws the following conclusions:

(a) UNICEF is now recovering the 6 per cent charge for virtually all eligible contributions. Exemptions are being applied, as per Executive Board decisions, only to contributions for emergencies and those from National Committees, NGOs and host Governments funding their own programmes;

(b) Since 1990, government contributions for emergency supplementary-funded programmes have shown a sizeable increase with an off-setting reduction in funding for non-emergency programmes. As a result, the sums now being recovered are only sufficient to cover the designated overhead costs of non-emergency supplementary-funded programmes. The current recovery, with the shift in balance between emergency and non-emergency contributions, is not generating sufficient revenue to cover the costs of prorated project posts for emergency supplementary-funded programmes or to provide field offices with funding for incremental overhead costs;

(c) While emergency requirements and related income and expenditures are not subject to accurate prediction, the recent pattern of significantly increased emergency needs relative to non-emergency contributions is likely to continue through the current and next biennium. The economic, social and political situation in many parts of the world could easily lead to requirements for further large-scale emergency operations;

(d) The current recovery policy is unlikely in the immediate future to generate sufficient revenue to cover any more than the costs of prorated project posts for non-emergency supplementary-funded programmes. The costs of prorated posts for emergency programmes and incremental overhead costs associated with emergency activities would not be met;

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(e) By recovering from only a portion of government-sponsored programmes, the current policy can lead to considerable fluctuations in amounts recovered within predictable and relatively constant levels of overall supplementary-funded contributions. This volatility makes for difficulties in planning and budgetary control;

(f) There is a need for an expansion of the recovery policy so that it reflects the requirements of emergency programmes and provides for the prorated project posts and overhead costs associated with the implementation of all supplementary-funded programmes.

233. In the light of those conclusions, the Executive Director recommends:

(a) That the policy of charging a 6 per cent recovery rate to all supplementary-funded projects for non-emergency projects, excluding those funded by National Committees, NGOs and host Governments funding their own programmes, shall continue;

(b) That a charge of 6 per cent should be made on all emergency supplementary-funded programmes, excluding those funded by National Committees, NGOs and host Governments funding their own programmes. The amount recovered should cover both incremental overhead costs in field offices and the costs of headquarters-based administrative and support staff working on emergencies and for which prorated posts have been identified and approved by the Board;

(c) That the procedures for assigning and collecting recovery charges should remain as currently established. The recovery amount, averaged over each biennium, should cover both the incremental overhead costs in field offices and administrative and project support staff as prorated to all supplementary-funded projects and for which related posts have been identified and approved by the Board. The recovery rate shall be applied to actual supplementary-funded expenditure in a given budget year, and in the presentation to donors, the 6 per cent recovery charge should be included as a separate budget item;

(d) That the emergency recovery rate shall be applied immediately to all agreements for emergency contributions signed following approval of the policy by the Board;

(e) That the 6 per cent rate for non-emergency and emergency supplementary-funded contributions shall not be changed without the prior approval of the Board.

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XIX. REPORT ON HEADQUARTERS OFFICE ACCOMMODATION (E/ICEF/1992/AB/L.9)

234. The report was prepared in response to Executive Board decision 1991/27 (E/ICEF/1991/15), in which, inter alia, the Board requested the Executive Director to present to it at its 1992 session a proposal for a cost-effective, long-term office space strategy for central headquarters, which should include options, with reference in particular to growth, functional and operational decentralization and location. The proposal should take into account long-term staff projections, the organizational structure and operational needs, and the possibilities of securing long-term office space requirements, in particular, leasing, direct purchase, mortgage purchase or purchase of land and construction options, providing as accurately as possible, the comparative short- and long-term cost requirements.

235. In complying with the request of the Executive Board, the Executive Director attempted to take into account the recommendations and observations made by the Advisory Committee on Administrative and Budgetary Questions in its report (E/ICEF/1991/AB/L.10), as well as the many concerns and views expressed by Board members at the 1991 regular session. The report does not include a survey of any locations beyond a 25-mile radius of the United Nations in New York City. UNICEF has received no offers or invitations for headquarters locations elsewhere in the United States or in other countries, and it is clearly beyond the Executive Director's authority to open negotiations with Governments without the Executive Board's recommendations in relation to (a) the parameters of such negotiations and (b) the criteria by which some, if not all, Governments would be approached.

236. The Executive Director sees this report as an interim one, as is clear from his recommended options (see paras. 242-246 below), and is requesting the Executive Board to authorize him to continue, as well as to initiate, negotiations with a number of groups in the greater New York area. Any strong recommendation from him at this stage might weaken his negotiating position with one or the other of these groups. Therefore, he presents his options with a minimum of commentary on their advantages and disadvantages at this stage.

237. The report goes on to describe in detail current UNICEF headquarters and GCO office accommodation and warehouse/storage space, existing UNICEF lease obligations and the legal implications of the possible relocation of UNICEF headquarters. The report also includes long-term staff and space projections for UNICEF, as well as the results of discussions and negotiations with the United Nations Development Corporation (UNDC) and the New York City Economic Development Corporation (NYCEDC).

238. Because of the complexity and the commercial real estate aspects of Executive Board decision 1991/27, as well as the significant potential financial implications involved, the secretariat considered it necessary to seek outside expertise to assist UNICEF in undertaking a comprehensive study

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to meet fully the requirements of the decision. The firm selected was requested to prepare a study covering the possibilities of UNICEF securing cost-effective, long-term office requirements for its headquarters, in particular leasing, direct purchase, mortgage purchase or other methods of possible acquisition, or purchase of land and construction options, providing as accurately as possible, the comparative short-term (5 to 10 years) and long-term (20 years) cost requirements, taking into account current UNICEF leases in New York City and surrounding areas.

239. In its final report, the consultant firm stated that if it could not (at the time the report was completed) conclude on one specific location for UNICEF, it could state that any long-term effective premises strategy could only be achieved by consolidating into one location outside of Manhattan and under an arrangement whereby the organization could achieve ownership of the property after the initial term of the lease. They consider that the organization is too large to consider simply leasing and allowing the landlord or development owner only to realize the benefits of its occupancy. UNICEF leaves itself open to the market at the end of any lease term with little flexibility during the tenure of its obligation. Clearly, for UNICEF a long-term lease is a diminishing asset and, as ownership can be achieved at little or no additional cost to the cost of leasing, the firm considers that it would be prudent to take advantage of the present market conditions to ensure the lowest possible basis of acquisition today.

240. After describing a series of detailed leasing options, the report states that the consulting firm has recommended that as all leasing scenarios can be reconfigured into a lease/purchase transaction, at attractive rates using tax-exempt bonds or other low-cost finance sources, that should be pursued vigorously, while negotiating simultaneously the most favourable lease structure with proposed locations in Queens, New York; Brooklyn, New York; New Jersey (two locations); and Westchester County.

241. Subsequent to the receipt and review of the consultants' report by UNICEF, it was decided that, due to UNICEF concern about the unpredictability of the public transport systems laterally across Manhattan, and the difficulty at peak travel times of traversing the Holland and Lincoln tunnels, a location in New Jersey would likely create operational difficulties and inefficiencies in the organization. Therefore, it was decided not to give further consideration to the proposals for locations in New Jersey. Several other proposals were also eliminated from the shortlist for a variety of reasons (some of the space already leased, remote location or unsuitability of the building).

242. The Executive Director has carefully reviewed the report prepared by the consultants, which he believes has been extremely beneficial and can result in substantial savings for UNICEF. However, he also believes that he must look beyond the financial framework to the broader situation, and that, therefore, three options present themselves to the Executive Board. These three options are as follows:

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(a) To move UNICEF headquarters to a Westchester County or Queens location. Except for retaining a small suite of offices consisting of about 2,500 rentable square feet, this would involve a complete relocation of headquarters from UNICEF House to a location in either Westchester County or Queens (for which there are two proposals). Both the Westchester County proposal and one of the Queens proposals would be "build to suit" new construction, while the second Queens proposal is for an existing building. All three proposals offer UNICEF the opportunity to own the properties after the lease term;

(b) The same as in subparagraph (a) above, but retaining three floors in UNICEF House. The remainder of headquarters would be located to one of the three locations described above. It is tentatively proposed that under this option, the following organizational units would remain at UNICEF House: (a) Office of the Executive Director; (b) Planning and Coordination Office; (c) Office of the Secretary of the Executive Board; and (d) Programme Funding Office;

(c) To remain at UNICEF House, seeking another site in relatively close proximity, the two sites eventually to house all New York headquarters. UNICEF would accept an offer by UNDC (involving, inter alia, use of the fourteenth and fifteenth floors of UNICEF House, to which UNDC would contribute 50 per cent of the conversion costs and eventual transfer of ownership interest in UNICEF House from UNDC to UNICEF). The second building, which is not clearly identifiable at this time, could possibly be a lease, lease/purchase or direct purchase.

243. With regard to the first option, the Executive Director believes that a recommendation for a location away from the United Nations Development District needs a thorough review, especially of non-financial aspects. The disadvantages of distance from United Nations Headquarters and from permanent missions, need to be carefully weighed against the possibilities of modern communications, and against the advantages of a one-location site with sufficient space and relatively low costs.

244. Concerning the second option, the Executive Director feels the elements outlined for the first option remain relevant, but that additional factors need to be taken into account. The advantages of having the Executive Office, the Programme Funding Office and the Office of the Secretary of the Executive Board near the United Nations would have to be seen against the disadvantages of split locations, most notably the separation of the Executive Office from the bulk of UNICEF staff.

245. With regard to the third option, the Executive Director believes that this review, including the negotiations that have taken place with UNDC and NYCEDC have produced an interim result that provides a good base for further negotiations. These will be needed to define fully the final financial picture. It is, at the same time, evident that a second building, relatively close to UNICEF House, with sufficient space available on attractive terms, would have to be identified if an option for a twin headquarters in New York City were to prove viable.

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246. Therefore, the Executive Director recommends that:

(a) He continue negotiations with UNDC and NYCEDC with regard to their lease extension ownership proposal for UNICEF House;

(b) He identify, in collaboration with the consultants who conducted the market study, and in cooperation with NYCEDC, a possible suitable building in relatively close proximity to UNICEF House;

(c) He continue to negotiate and refine the proposals already submitted, and evaluate any other attractive additional proposals that may be offered;

(d) He conduct a review of the implications, other than financial, of moving most or all of central headquarters to a Westchester or Queens location. Such a review would be undertaken by a team, including both outside consultants and UNICEF staff, and would include an assessment of the experience, where relevant, of other organizations that have moved their headquarters from Manhattan to other boroughs and counties in New York;

(e) He report back to the Executive Board, through the Advisory Committee on Administrative and Budgetary Questions, either at the next regular session of the Executive Board in April 1993, or at a special session of the Executive Board to follow the organizational session in February 1993;

(f) He be authorized, in order to meet short-term space needs, to lease on a temporary short-term basis, up to a maximum of 15,000 gross rentable square feet over the next two to three years, or until a permanent long-term space strategy has been implemented. This would be in addition to the 23,525 gross square feet currently leased on a short-term basis at 1 Dag Hammarskjöld Plaza, which is completely occupied.
